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ABSTRACT

Federal statistical services grossly underestimate the size of the farmworker population; as a result, the current federal farmworker programs (CETA, Migrant Education, Migrant Headstart, Farm Labor Housing, and Migrant Health) are unable to identify a total target population in need of services and unable to allocate funds in ways which reflect the actual needs of the migrant and seasonal farmworker (MSPW) population. Population underestimation is directly attributable to the use of arbitrary and restrictive definitions of "farmwork," "seasonality," and "migrancy" and to the practice of counting the jobs available for hired agriculture labor rather than the agricultural laborers. A new model, constructed by refining and combining data currently used by the federal farmworker programs, produces estimates of the farmworker population 34% higher than the highest federal statistical services estimate and more than 6 times higher than the lowest estimate. The federal government should produce uniform standards for defining the MSPW population, gather demographic and socio-economic data for the population, and attempt to identify all eligible farmworkers and their families.

(JH)

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Rural America

RESEARCH

REPORT 1

Where have all the farm workers gone?

*The statistical annihilation of migrant and
seasonal farm workers by Federal Agencies*

An analysis of the Federal effort to define and
count Migrant and Seasonal farm workers

SEPTEMBER 1977

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Re 011374

"WHERE HAVE ALL THE FARMWORKERS GONE?"
(The Statistical Annihilation of Hired Farmworkers)

An Analysis of the Federal Effort to Define and
Count Migrant and Seasonal Farmworkers

August, 1977

RURAL AMERICA, INC.

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The Government are very keen on amassing statistics. They collect them, add them, raise them to the nth power, take the cube root and prepare wonderful diagrams. But you must never forget that every one of these figures comes in the first instance from the village watchman, who just puts down what he damn pleases.

- Sir Josiah Stamp
(1896-1919)
Inland Revenue Dept.
England

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S U M M A R Y

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STUDY OBJECTIVES

The initial objectives of this study were:

- (1) to assess the factors contributing to the systematic undercount of the migrant and seasonal farmworker (MSFW) population by federal data sources;
- (2) to determine the factors contributing to the wide discrepancy in MSFW population estimates reported by federal data sources; and
- (3) to present MSFW population data (based on refinements of current data) which more accurately estimate the numbers of farmworkers and dependents in need of federal programs assistance.

Although the study was originally conceived as a comparison of federal statistical data on migrant and seasonal (MSFW) farmworkers, it soon became apparent that the terms "migrant", "seasonal" and "farmwork" meant substantially different things to both data services and farmworker assistance programs. This meant that widely variant populations - all labeled either "migrant" or "seasonal" or "farmworkers" - were being measured by the data services.

Therefore the study was expanded to include a fourth objective - the examination and comparison of criteria used by federal programs to define MSFWs in order to determine the effect of definitional variations on MSFW population estimates.

PROCEDURE

To accomplish these objectives, the study was sub-divided into three parts. Part I examined the MSFW data and definitions produced by five federal statistical services measuring the farmworker population. Initially, each service was examined to determine (1) how farmworker data was obtained; (2) how farmworker data was presented; (3) who was counted and (4) the strengths and weaknesses of data collection procedures. Next the study examined and compared by various definitions of farmwork, migrancy and seasonality currently in use by the federal data services. Compared were occupational and industrial codes defining farmwork; variations in travel requirements defining migrancy; and a minimum and maximum days worked requirements defining seasonality.

The study then juxtaposed the various statistical service definitional requirements with the actual time worked and travel situation experienced by seasonal and migrant farmworkers to determine whether or not the work requirements used as a basis for defining the MSFW population were realistic.

Finally, Part I of the study analyzed the effect definitional criteria had on population estimates by using the limited but available federal data to determine the best estimate of the numbers of farmworkers excluded from the population as a result of definitional limitations.

Part II of this study focuses on the five federal programs that provide special assistance to the farmworker population. The study examines the definitional and eligibility criteria used to describe the target population. It describes the history of target population definitions from their inception to current usage. Secondly the study examines and compares programs that generate data on the target populations in an effort to determine whether or not the data used by programs accurately describes the legal target populations. The study also examines the use of target population data as a basis for allocating federal funding, noting the problems created when the data service farmworker definitions do not correspond to farm definitions used by programs.

Part III of this study is a presentation of RURAL AMERICA's estimate of the national employed migrant and seasonal farmworker (MSFW) population and their dependents. RA begins with DOL's definition of migrant and seasonal farmworkers (using the 25-150 days worked requirement), and creates a model (based on the 1975 Migrant Health Population Estimate Model) which corrects ETA employment data for problems such as labor turnover and duplicate counting. Secondly, RA uses this adjusted data to estimate the size of the MSFW dependent population. A series of factors, obtained from a number of data sources, was developed for use in the model to predict the number of workers per household, number of single worker households and average family size.

And finally, RA projected national estimates of the number of unemployed MSFWs and dependents by obtaining the Bureau of Labor Statistics' estimate of unemployed hired agricultural labor in the peak employment month of July, 1976. Applying that rate to the RA estimates of employed workers, RA projected the unemployed migrant and seasonal farmworker population.

SUMMARY OF FINDINGSFederal Statistical Services

There are several significant aspects of federal farmworker data collection procedures that directly affect the quality and usefulness of the data. It is important to recognize that the primary function of federal farmworker data is to measure the amount of hired labor needed to meet production demands within the agricultural industry. The majority of the data does not measure the actual size of the agricultural labor force.

This finding is supported by the following:

1. Three of the five data services - the Statistical Reporting Service, (SRS), the Employment and Training Administration (ETA), and the Census of Agriculture obtain farmworker data directly from the agricultural employer, (establishment data).
2. By requesting the employer to report the number of workers on the payroll during the survey period, the data services actually obtain a measure of the jobs filled during the reporting period.
3. Establishment data only provides a measure of the actual number of employed workers during a given week, since the rapid labor turnover characteristic in agricultural labor means that more than one worker has recently held the same job.
4. The data does not reflect the number of laborers provided under contract to an agricultural employer who are not reported in the employer's payroll records.
5. The data does not reflect the number of workers who applied for work but were not hired (unemployed workers).

Of the five statistical services, only one - The Economic Research Service - provided limited demographic and socio-economic data on the farmworker population.

This finding is supported by the following:

1. While both the ERS and the Census of Population survey farmworkers households (as opposed to employers or farm establishments), ERS provides the only descriptive data on the farmworker population. The Census of Population surveys farmworker households only once every ten years and provides some employment data on this special labor force. But Census data has only limited usefulness. Because of the rapid entry and exist character of the farm labor, labor force data can only reflect the conditions of that year and cannot be reliably projected for subsequent years.

2. The three other statistical services, SRS, ETA and Ag. Census obtain establishment data which gives a head-count of employed workers plus limited wage information. None of these services provides data on farmworker population characteristics.

3. ERS data is limited by the small farmworker population sample used to obtain the data. Farmworker data is therefore valid only at the national level and cannot be projected to obtain state or county information.

None of the five statistical services employ the same definition of "farmwork", "migrancy" or "seasonality" in describing the farmworker population. The confusion produces a situation where all statistical services use the same terminology to describe and count substantially different populations.

To support this finding, consider the following:

1. All statistical services define "farmwork" based on federally constructed classification systems that describe "farmwork" either by its industrial dimension (i.e. the type of industry employing farmworkers), or by its occupational dimension (i.e. the type of labor performed by farmworkers). Since each statistical service uses a different classification system to describe "farmwork", the result is that no two services describe the same population of agricultural workers.

For example, ETA which defines farmwork based on the type of agricultural industry hiring the laborer, excludes horticultural service workers from its definition. On the other hand, ERS which defines farmwork by its occupational dimension, defines farmwork tasks that are performed by farmworkers in horticultural industry. SRS, which uses a different occupational classification system than ERS, defines domestic workers who clean farm employers' homes as "farmworkers" while the other two do not.

2. The data services use the term "seasonal" to describe the number of days worked by agricultural laborers. However the measures of the number of days vary among data services. Three of the four services counting seasonal ag. workers, (ETA, SRS and ERS), establish a minimum number of days worked requirement, (25 days), while the Census of Agriculture does not. All of the federal data services use a maximum number of days worked requirement for seasonal workers but their measures differ. For example, ETA defines an agricultural laborer as "seasonal" until s/he exceeds a 150 consecutive days worked requirement with one employer. The Census of Agriculture and SRS define seasonals as those who work less than 150 days with one employer, while a seasonal worker, as defined by ERS, can work no more than 149 days, even if the worker is hired by more than one employer.

3. The use of the term "migrancy" varies among the two federal services reporting data on migrant workers. Although migrancy denotes a travel requirement for farmworkers for both services, there is variation on the measure of travel. ETA requires travel sufficiently far from home so that the worker is unable to return home that night while ERS requires that a migrant worker not return home that night plus work in a county where s/he does not live. Further, ETA requires that all migrants meet their measures of seasonality while ERS does not.

Federal data services set definitional requirements for seasonality and migrancy based on arbitrary work standards which bear little resemblance to the actual labor situation confronting the nation's farmworkers.

1. There is no documentation of farm employment patterns to support the 25 minimum work days standard for seasonality currently in use by three of the four statistical services counting seasonal farmworkers. To the contrary, data from ERS indicates that 25 minimum days requirement is eliminating over one-half of the farmworkers who perform short-term labor for the nation's farmers.

2. Similarly, the 150 maximum days worked requirement for seasonality is not based on documented agricultural work patterns. Over half of the nation's farm labor is hired to work in 3 high farm employment states - California, North Carolina and Texas - where growing and harvesting activity for a variety of crops takes place on a year-round basis.

According to ERS data collected on farmworkers who performed only farm labor for 1975, 40% of those employed in the western U.S. and 28% of those employed in the southern U.S. worked more than 150 days.

3. The ETA of DOL has introduced a further dimension to definitional restrictions on migrant and seasonal labor by placing requirements on the ways farmworker's non-farmwork time is spent. ETA utilizes definitional requirements which eliminate all full-time students from the seasonal definition, even if they meet all requirements for seasonality. Similarly, ETA withholds "seasonal" status from farmworkers who are recruited through crew leaders. RURAL AMERICA estimates, based on ERS data, 1,763,000 or two-thirds of the 1975 total temporary farm work force is eliminated from the seasonal farm labor definition by federal data services utilizing the 25-150 days worked standard. And, in a June 6, 1977 news release,

ERS estimated that 40% of the 1976 farmwork force was composed of students, of which 230,000 depended on farmwork as their primary source of income. These farmworkers are also eliminated by the seasonal definition.

Federal Farmworker Programs

Federal program assistance to farmworkers is an historically recent development. All of the 5 current federal farmworker programs were created within the past 15 years, beginning in 1962 with H.E.W.'s Migrant Health program and ending with DOL's 1973 CETA Title III 303 farmworker programs. Other farm worker programs initiated during this period are the 1962 and 1964 FmHA Farm Labor Housing Program created by the addition of Section 516 to the 1949 Housing Act; the H.E.W. Migrant Education program, created in 1966 by amending the 1965 Elementary and Secondary Act; and the H.E.W. Indian and Migrant Headstart program created in 1970 when the CEO headstart programs were transferred to the Office of Child Development.

During FY 76, federal farmworker programs received a combined total of \$208 million, with the smallest single appropriation of \$6 million to the Migrant Headstart program and the largest appropriation of \$97 million to the Migrant Education program.

Farmworker target populations are described by legislative definitions and program eligibility requirements. Each program has its own special target population that was originally defined in federal enabling legislation and further defined in program eligibility requirements contained in federal program guidelines. No two programs have the same legislatively-described target populations nor share the same program eligibility requirements.

There are several definitional conflicts existing within the federal farmworker programs. Although Migrant Health, Migrant Education and Migrant Headstart were originally created to serve currently migratory agricultural workers, none of the three programs uses the same measure for migrancy. The situation is complicated by the fact that the "migrant" programs have altered their original target population so that most now serve the formerly migratory, and, depending on the program, may also serve seasonal farmworkers, food processing workers or dependents of migrant fishermen.

An equal level of confusion exists among programs on the question of what constitutes seasonal work, agricultural work, income eligibility, "settled-out" eligibility and farmworker immigration requirements. Farmworkers seeking assistance from programs may find they qualify for services under one set of program guidelines but fail to meet requirements of other farmworker programs.

However, most farmworker programs have succeeded in expanding their eligibility requirements so that larger segments of the farmworker population qualify for assistance.

The one exception to this rule is the CETA 303 programs. Through a series of annual program guidelines changes, CETA has successfully narrowed farmwork definitions and eligibility requirements so that now only a fraction of the farmworkers formerly eligible for assistance under the CETA predecessor OEO's IIIB Farmworker programs, are currently eligible for CETA programs. Largely, this situation has been created by (1) changing the definitional basis for "Farmwork" from an occupational to an industrial classification, thus eliminating wholesale categories of farmworkers based on who they worked for rather than what kind of work they performed; (2) the imposition of the 25-150 days worked seasonal measurement and (3) the imposition of eligibility restrictions on farmworkers who are (a) full-time students and (b) workers who spend more than one-half their reported work time in food processing. RURAL AMERICA estimates that the definitional and eligibility changes instituted by CETA may have resulted in the exclusion of nearly two million farmworkers previously eligible under OEO IIIB programs.

Federal farmworkers programs produce data which either provides detailed information on the population serviced by each individual program and/or estimates the total target population eligible to receive program assistance. Unfortunately, only two of the five farmworker programs - Migrant Health and CETA - produce estimates of their total target population. To date, Migrant Health has produced only one detailed annual report which estimated its 1973 target population. The report provides county, state and national estimates of the migrant and seasonal farm workforce, in addition to estimates of the numbers of MSFW dependents eligible for Migrant Health Programs. The data was obtained from a combination of federal statistical services, including ETA, Census of Population and Migrant Health program data. However, the estimate was useful for 1973 population estimates only and provided a combined worker/dependent estimate that could not be broken down into workers and dependents.

CETA is the only federal farmworker program to produce annual estimates of its target population. Initially, CETA obtained its data from DOL's "In Season Farm Labor Report". Questions about the accuracy of the DOL data caused CETA to switch to estimates produced by the Statistical Reporting Service. In 1976, CETA paid SRS \$700,000 to produce annual estimates of the seasonal farmwork force. During the first year of the contract, SRS did not produce annual estimates on the farmworker population meeting CETA's seasonal definition. Instead SRS estimated all (seasonal and non-seasonal) field and livestock workers hired by farm employers and agricultural contractors. CETA used these SRS estimates as the basis for distributing state MSFW program allocations. By 1977, SRS had produced a data series that estimated both the seasonal and total farmwork force. However, CETA continued to use the total farm labor force data as a basis for distributing state funding so that "continuity" in funding patterns was maintained. One of the most important functions of program-generated data is its use as the basis for distributing federal farmworker program dollars. The two largest federal farmworker programs, CETA and Migrant Education, use federally generated statistical data as the basis for state program allocations. As indicated earlier, CETA uses target population estimates produced by SRS to distribute its funds. Migrant Education uses data produced from its annual, \$2.1 million dollar computer tracking system, the Migrant Student Record Transfer System (MSRTS) as the basis for allocating its funding to states. However, in the case of Migrant Education, state funds are not distributed based on the target population. Instead the funds are distributed based on the national proportion of days migrant students served in by the states Migrant program during the past program year, (full-time equivalency). MSRTS contains the records of approximately 60% of the Migrant Education program's total national target population. So program allocation are based on the location of no more than 60% of the total target population. Forty percent, or nearly one half of the target population is unaccounted for in the program funding distribution formulas.

RURAL AMERICA's MSFW Population Estimates

Based on the findings of the RURAL AMERICA farmworker population estimate model, it is estimated that there were 1.25 million employed migrant and seasonal farmworkers in the U.S. in 1976 who met the DOL farmworker definitions. This farmworker population was comprised of 950,000 households with a total dependent population of 2.54 million persons. RURAL AMERICA further estimates that there were 147,000 unemployed migrant and seasonal farmworkers with a dependent population of 448,000, and a food processing worker population of 200,000 with 400,000 dependents.

Altogether, the 1976 total migrant and seasonal farmworker population was 1.6 million. The total dependent population was 3.2 million (as defined by DOL), making a combined worker/dependent population of 4.8 million persons meeting current DOL definitions.

RURAL AMERICA's estimates exceeded all federal statistical services estimates of the farmworker population. RURAL AMERICA's estimates were 34% higher than the highest federal statistical service MSFW estimate of 1,063,000 supplied by ERS, and more than 6 times higher than the lowest federal seasonal farmworker estimate of 255,000 supplied by SRS. The combined worker/dependent estimate by RURAL AMERICA was 46% higher than the Migrant Health worker/dependent estimate of 2.6 million persons.

Those individual states with the largest reported number employed migrant and seasonal farmworkers and dependents included: California with 688,000; North Carolina with 644,000; Texas with 527,000 and Florida with 259,999 and Washington with 171,000.

CONCLUSION

Federal Statistical Services

The findings of this report indicate serious deficiencies in federal data collected on the farmworker population. One of the most serious problems is the gross underestimation of the farmworker population that is directly attributable to the imposition of arbitrary and restrictive definitions of "farmwork," "seasonality" and "migrancy" which are used as a basis for collecting farmworker statistics. Since none of the data services share common definitions, the problem is compounded by the production of a multiplicity of non-comparable and inaccurate, data describing the farmworker population.

The ambiguities present in current farmworker definitions have been amply documented in federally financed studies on farmworkers, yet there has been no concerted effort to end the multiple definitions practice and to develop uniform federal standards. Instead a situation has developed where some federal data services have not altered their farmworker definitions in decades, while other services continue to alter their definitions annually so that more and more farmworkers are restricted from the statistical reports. Rather than moving toward one uniform standard, federal farmworker data services seem to be growing further apart.

A second serious deficiency in farmworker data collection is the result of federal reliance on farmworker data produced by the farm employer. At most, establishment data produces a count of jobs available for hired agricultural labor. This means that virtually no data is available which provides detailed estimates of the farm labor force, the location of workers, farmworker household characteristics, income levels or educational, health, public assistance and employment needs. This kind of information can only be obtained by surveying the farmworker, yet with the exception of the small CPS national survey used by ERS to estimate the national farm labor force, there is no federal data service attempting to generate data which describes the social and economic conditions of the farmworker population. With insufficient data available to document the farmworker's need for federal assistance, program providers will find it increasingly difficult to justify federal expenditures for a population that most federal data services have almost succeeded in defining and counting out of existence.

Federal Farmworker Programs

It can be concluded that federal farmworker programs (with the exception of CETA), have endeavored to extend their services to larger segments of the agricultural work force. However, while the programs have worked to include new and broader target populations, they have failed to develop systematic estimates of the changes in the size of their population to support the contention that the numbers of farmworkers needing program assistance are greater today than they were 15 years ago when the programs originated. None of the programs has been able to maintain an accurate estimate of the size of the current target population nor measure the extent of need existing within that population. Data generated by programs reflect only that portion of the target population that has utilized program services. Without accurate target population data, there is no way of evaluating the successful program service delivery to the impact on the needs of the farmworker population.

Those programs that have attempted to measure the total target population have had to rely on data from federal statistical services. In both cases, the farmworker definitions, agricultural work categories and measures of program eligibility used by the federal statistical services have differed markedly from those standards set by program providers. Therefore, the data used by CETA and Migrant Health to either distribute funds or to select program target areas are not representative of the populations for which the programs are intended. It is clear that the available statistical data provides a diminution of the actual farmworker population and is non-representative of the target populations defined by the majority of federal farmworker programs.

RECOMMENDATIONS

Based on the findings of this report RURAL AMERICA concludes that the federal government is facing an information crisis with respect to the farmworker population resulting from the absence of accurate data retrieval mechanisms in federal statistical services. RURAL AMERICA recommends that the following actions be taken to correct the situation:

1. A special federal interagency task force be empowered to produce a single federal farmworker definition to replace those definitions currently in use by federal statistical services and programs providing special assistance to the farmworker. It is further recommended that the federal statistical services and assistance programs eliminate the imprecise category of "seasonal" farmworker as a determinant for program eligibility, for the following reasons: (1) there is no accurate way of defining or measuring seasonality so that it does not contain a regional bias which eliminates farmworkers in short or long growing and harvesting states; and (2) length of time spent in farmwork does not in itself constitute an accurate measure of deprivation since most farmworkers working 300 days may be in as great a need as those working only 25 days a year. Instead, it is recommended, as Lamond Godwin, Administrator of the National Programs Office of the Employment and Training Administration, DOL, suggests, that the federal government do away with minimum and maximum days worked requirements for farmworkers, substituting instead an eligibility standard based on need alone. This move would bring current farmworker programs in line with other federal programs providing assistance to special populations that base eligibility on need alone.

RURAL AMERICA further recommends that the Task Force maintain the special category of "migrant" farm laborers but that the definition of migrancy include only travel to obtain farm employment sufficiently far so that the worker was unable to return to his/her permanent residence or farm laborers who have no permanent residence.

2. The second major recommendation of this report concerns the collection procedures to be used in assembling federal data on the farmworker population. Programs providing services to MSFWs need to have such basic information as the size of the population, its geographical distribution, its composition and its social characteristics. It is recommended that the federal government undertake an extensive effort to survey the nation's farmworkers to determine the social and economic condition of this population. A comprehensive federal effort is required to obtain household data which provides a detailed series of socio-economic

indicators available on a state and county basis. In order for the federal survey to be effective and complete, it must be coordinated with state and local farmworker service institutions that maintain regular contact with workers and who therefore observe the fluctuations in farmworker employment patterns. Aspects of the farmworker population that need regular and detailed examinations are:

(1) Characteristics of the farmworker population including race, age, sex, income and educational level of workers; (2) characteristics of farmworker dependents including number of dependents, age and sex of dependents, number of farmworkers per family, family size income sources, housing conditions, etc.; (3) occupational information including number of days worked, length of work year, supplemental income sources, proportion of income from non-agricultural labor, extent of coverage under employment protective legislation.

Finally, it is recommended that federal farmworker program administration establish effective monitoring procedures to insure that funded program providers (1) understand and accurately interpret federal program guidelines establishing program eligibility and (2) undertake an effective outreach system that will identify all eligible farmworkers and their families needing program assistance.

INTRODUCTION

It is general knowledge that federal efforts to provide assistance to migrant and seasonal farmworkers suffers from a lack of interagency coordination. Leadership once provided under the Office of Economic Opportunity, Title IIIB programs, was lost when President Nixon transferred farmworker programs to the Department of Labor. Since then, no agency has evolved to fulfill the responsibility for coordinating efforts to meet the needs of migrant and seasonal farmworkers.

Consequently, farmworker programs have been characterized by goal confusion, duplication of effort and a negligible impact on the problems of the farmworkers. One particularly frustrating manifestation of the leadership vacuum has been the laxity with which the question of farmworker population identification and estimate of need has proceeded at the federal level. The question of what criteria are used to define a farmworker and the determination of the numbers of farmworkers that exist has been relegated to statistical data services which, in most cases, provide a perfunctory headcount of employed laborers. Minimal or no examination has been made of the demographic and social characteristics of this special group of impoverished agricultural workers. In some cases, statistical service officials have displayed a marked insensitivity to the problem of identifying the migrant and seasonal farmworker population and call into serious question their ability to provide meaningful data on the life and conditions of these special workers.^{1/}

There are now five separate sources of statistical data on farmworkers, in addition to five special federal farmworker programs that provide definitions and data on the farmworker population. No two agencies agree on how many farmworkers exist or how to define them. The problem is compounded by the fact that no single agency functions to coordinate the federal farmworker effort. Consequently, farmworker programs use conflicting eligibility criteria for program assistance, promote differing concepts of what a farmworker is, and therefore, disagree on the numbers of workers included in the target population.

^{1/} As an example of this insensitivity, see paper prepared for the Joint Workshop on Agricultural Statistics, sponsored by the Economic Research Service and the American Agricultural Economics Association, May, 1977 by Holt, Emerson, Full, Fritsch & Garrett, On the Definition and Measurement of Farm Employment. page III.4.

Understandably, a precise definition of the migrant and seasonal farm work force is a difficult undertaking. The labor force is composed of a highly mobile group of workers whose entry and exit into agriculture is as unpredictable as the conditions which dictate the demand for their labor. However, federal agencies have spent many years and several million dollars commissioning studies on migrant and seasonal farmworkers by private research groups whose conclusions invariably point up the need for (1) a consistent migrant and seasonal farmworker definition and (2) a statistically reliable and complete count of the migrant and seasonal farmworker (MSFW) population.^{2/} Yet, there has been no motion to redefine responsibility and to organize new directions for the federal farmworker effort.

With this paper Rural America hopes to again sound the alarm by pointing out: (1) the extent of the federal confusion in its selection of criteria used to define migrant and seasonal farmworkers; and (2) the serious deficiencies in methodology used by federal statistical sources which results in a systematic undercount of the MSFW population. We hope to accomplish these tasks by reviewing the structure and components of the MSFW definitions and by analyzing the match up between the criteria and the actual labor situation facing the migrant and seasonal farmworkers.

Secondly, this paper will examine the MSFW data produced by both federal statistical services and assistance programs, noting the differences between population estimates, and the strengths and weaknesses of data collection procedures. Finally, Rural America will present its own estimates of the MSFW population as a basis for determining the undercount of the current federal farmworker data sources.

^{2/} Several recent studies that make these recommendations include: "Recommended Standard for Supplied Housing for Agricultural Workers", by Centaur Management Consultants, 1976; "Migrant and Seasonal Farmworkers", Inter-America Research Associates, 1976; "An Analysis of Selected DOL Projects for Migrant and Seasonal Farmworkers," Linton & Company, 1975.

There are three general categories of federal programs which either produce a definition and/or a count of the MSFW population.

1. Federal Statistical Services produce a variety of statistical data utilized by a large number of federal programs. Altogether there are five separate statistical services within the federal government that provide data on the farmworker population: The Economic Research Service (ERS), and the Statistical Reporting Service (SRS) of USDA; the Census of Agriculture and the Census of Population of the U.S. Department of Commerce; and the Employment and Training Administration (ETA) of the U.S. Department of Labor. Each data service has constructed its own "farmworker" definition and estimates the farmworker population with separate enumerative procedures.

2. Federal Farmworker Assistance Programs service the social and economic needs of the farmworker population. The five separate major assistance programs for farmworkers are the CETA 303 program sponsored by the Department of Labor; the Migrant Health, Migrant Headstart and Migrant Education programs sponsored by H.E.W.; and the 514-516 Farm Labor Housing Program sponsored by the Farmers Home Administration of the U.S. Department of Agriculture. Each program has either constructed its own definition of MSFW or shares a definition with another program.^{3/} In addition to defining MSFW, each program has its own separate eligibility requirements which impose further restrictions on the farmworker population.

3. Federal program assistance provided the economically disadvantaged and unemployed impact the farmworker population. For example, under provisions of the Wagner-Peyser Act, DOL provides special Employment Service assistance to seasonal and migrant farmworkers. In addition, CSA's energy conservation program directs special outreach efforts for farmworker occupied housing. Both agencies establish program eligibility using migrant and seasonal farmworker definitions.

^{3/} For example, Migrant Headstart uses the ERS definition of Migrant and Seasonal farmworkers.

PART I

FEDERAL STATISTICAL SERVICES

There are 5 federal statistical reports which contain statistical data on the farmworker population. They are: (1) The Hired Farm Working Force published annually by the ERS of USDA; (2) Farm Labor published quarterly by the SRS of USDA; (3) Census of Agriculture published every five years by the Department of Commerce; (4) Census of Population published every ten years by the Department of Commerce and (5) In-Season Farm Labor Report produced annually by the ETA of DOL.

Below, we will briefly summarize each of the statistical services, describing data sources, collection methods, strengths and limitations. We will also present sample data from their publications.

NAME OF REPORT: In-Season Farm Labor Report

COMPILED BY: The Employment and Training Administration
U.S. Department of Labor

HOW OFTEN: Annually, since 1950

HOW IS DATA OBTAINED:

Each month the state employment service collects, from farm employers, estimates of the number of persons working in seasonal agricultural labor. ETA obtains its data by requesting farmworker employers to estimate the number of paid workers hired on the 15th of each month. Only farm employers located within Crop Reporting Areas, (CRA's) (geographical agricultural production areas usually consisting of one or more contiguous counties within a state) are included in the data. The farm employment totals are reported on Employment Service Form 223 (ES 223).

HOW IS THE DATA PRESENTED:

The 'In-Season Farm Labor Report' is an annual collection of the ES 223 monthly employment totals for each state. The data gives the monthly count, by state, of the number of paid workers in CRA's who are domestic and foreign laborers. Foreign labor is divided into British West Indian (BWI) and Canadian labor.

GEOGRAPHIC BREAKDOWN

National, State

WHO IS COUNTED:

Seasonal and Migrant Farmworkers only

DATA STRENGTHS:

(1) ETA provides the only state estimates of the migrant and seasonal farmworker population on a month by month basis.

(2) The report separates the migrant work force from the seasonal work force so that unduplicated migrant population estimates can be obtained.

DATA LIMITATIONS:

(1) The data is provided only on farmworkers who are employed on the 15th of the month.

(2) The accuracy of the data is uncertain because collection and reporting procedures are not monitored by employment services.

(3) Only farms located in crop reporting areas where over 500 farmworkers were employed during the past year are included in the survey.

(4) The report produces only a count of employed workers.

(5) The ETA count does not allow for the possibility of a duplicate count in its estimate of migrant workers.

(6) The data does not allow for the possibility of job turnover during the month.

DEFINITIONS: Migrant & Seasonal Farmworkers
ETA, U.S. Department of Labor
(Source: Federal Register, 1/25/77)

"SEASONAL FARMWORKER -- shall mean a person who has had at least 25 days experience during the preceding twelve months working for wages in farmwork for a scheduled period of less than 150 days consecutive days at any one establishment engaged in agricultural production or agricultural services (as classified in the 1972 Standard Industrial Classification (SIC) definitions included in industries 01 through 07, except 027, 074, 0752, 0761, and 078) Non-migrant individuals who are full-time students are excluded, as are migrant workers who are full-time students but who travel in organized groups rather than with their families.

(2) For purposes of this definition, an individual who is hired repeatedly on a short term basis is a seasonal farmworker even if this results in his/her working for any one agricultural establishment for a period of 150 consecutive days or more.

(3) There are two types of seasonal workers -- migrant and non-migrant."

"MIGRANT shall mean both:

(1) Migrant farmworker, that is a seasonal farmworker whose farmwork experience during the prededing 12 months required travel such that the worker was unable to return to his/her residence (domicile) in the same day and

(2) Migrant Food Processing Workers, that is, a person who has had experience during the preceding 12 months doing food processing (as classified in the 1972 Standard Industrial Classification (SIC) definitions 201, 2033, 2035, and 2037 for food processing establishments) for a scheduled period of less than 150 days, provided that it required travel such that the worker was unable to return to his/her residence (domicile) in the same day."

(TABLE A)
ETA FARMWORKER DATA*

CATEGORY	'75	'74	'72	'70
Seasonal Farmworkers	727,922	728,400	731,700	780,800
Migrant Farmworkers	169,420	149,400	151,400	197,400
TOTALS	897,342	877,800	883,100	978,200

*Figures indicate the peak month employment level for the nation. The seasonal peak reported in this table will differ from that reported by ETA, since ETA includes migrants workers in its seasonal estimates. This table separates the seasonal and migrant farmworker populations.

NAME OF REPORT: Farm Labor

COMPILED BY: Crop Reporting Board
Statistical Reporting Service (SRS)
U.S. Department of Agriculture

HOW OFTEN: 1975 to present - quarterly, by state
1950-1974 - monthly, by state
1934-1950 - monthly, by region only
1925-1933 - monthly, national only

HOW IS DATA OBTAINED:

SRS surveys 10,000 farms utilizing a multiple frame survey technique to obtain its sample of agricultural labor employers. The list frame contains the names and addresses of farm employers and is stratified according to the number of agricultural workers each employer is expected to hire during the year. A random sample is selected from each of the stratified levels. Farms that employ large numbers of farm labor are sampled more heavily than employers of small numbers of agricultural workers.

In addition to the list frame, SRS uses an Area Frame to supplement data obtained from the list frame. All agricultural production areas in the U.S. are divided into small parcels which are randomly sampled to provide unbiased estimates of the number of agricultural workers employed in that area. All workers have some known probability of being included in the sample except those employed by agricultural service firms, such as work crews that pick specialty crops, or other work performed under labor contracts. This latter group is excluded from the survey.

HOW IS DATA PRESENTED:

Farm Labor presents, in tabular form, the quarterly estimates of the number of hours worked and the average wages quarterly estimates of the number of family and hired workers, the average number of hours worked and the average wages received. The data is in the form of averages for a three month period (quarterly).

WHO IS COUNTED?

Data is presented on "hired workers" who include both family members who are paid and other paid workers who do agricultural work for one hour or more during the survey week. The hired worker category excludes crew workers and other agricultural service employees working for a fee or on a contract basis.

AGRICULTURE WORK is defined as:

- (1) Feeding and caring for livestock and poultry.
- (2) Working in the fields, orchards, home gardens and farm grounds.
- (3) Gathering eggs, cleaning milking machines, etc.
- (4) Planning work and keeping records for the farm or ranch.
- (5) Transporting feed, fertilizer, and other supplies to the farm if done by a person associated with the farm.
- (6) Maintaining and repairing machinery and other farm equipment.
- (7) Cutting firewood, fenceposts, timber, pulpwood, etc.
- (8) Work in greenhouses in connection with growing plants.
- (9) Work connected with preparing products for market if done on the farm and does not change the form of the product.
- (10) Hauling farm products from the field, farm headquarters.

GEOGRAPHIC BREAKDOWN OF DATA:

National, regional, state

DATA STRENGTHS:

1. Farm Labor provides an inventory of jobs available for agricultural labor, the number of hours the work requires and the average wage estimates for agricultural work.
2. Data is presented on a national and statewide basis, and now includes all 50 states and Puerto Rico.

DATA LIMITATIONS

1. The estimates in Farm Labor are a count of jobs, not of workers.
2. Job level estimates are averaged on a three month basis, rather than representing a monthly total of actual jobs counted.
3. Until May of '77 there was no count of migrant or seasonal farmworkers. Now, under special contract with CETA 303 programs, SRS produces a separate annual estimate of workers by the number of days worked.
4. The regular survey does not include workers who perform on a contract basis, therefore, farmworkers organized in crews are not counted in the totals.

5. The SRS "hired worker" definition includes work categories not commonly identified with farm labor such as domestic housekeepers, and professional and skilled clerical and book-keeping labor, as well as farm supervisors and managers.

MIGRANT AND SEASONAL FARMWORKER DEFINITION:

None

TABLE B
NATIONAL ANNUAL AVERAGES OF
HIRED WORKERS
1968-1976

<u>YEAR</u>	<u>NUMBER OF HIRED WORKERS*</u>
1976	1,376,700
1975	1,323,600
1974	1,314,200
1972	1,145,700
1970	1,174,500
1960	1,885,000

* SRS does not provide (during these years) a separate breakdown of seasonal and migrant farmworkers. Moreover, these figures do not contain estimates of farm labor provided through agriculture service contractors. In 1977, SRS, under contract to CETA, has for the first time, collected data on seasonal farmworkers. See Table in Part II of this report for the state and national estimates.

SOURCE:

Table 605
Farm Labor
2/75
Page 432

NAME OF REPORT: Hired Farm Working Force

COMPILED BY: Economic Research Service (ERS)
U.S. Department of Agriculture

HOW OFTEN: Annually, since 1937

HOW IS DATA OBTAINED?

Annually, a sample survey of farmworkers is conducted by the Current Population Survey (CPS) of the U.S. Bureau of Census. A special farmworker questionnaire is attached to the December CPA questionnaire. 47,000 households are surveyed by CPS. Of this total, approximately 8,000 are farmworker households.

HOW IS DATA PRESENTED?

Data is presented in tabular form, on selected demographic characteristics of the population. The statistics are either expressed in percentages or as actual numbers. Demographic data includes age, sex, ethnicity, length of time worked, wages earned, non-farm employment activity.

GEOGRAPHIC BREAKDOWN:

National only

WHO IS COUNTED?

All farm labor is counted. However, the labor force is subdivided into seasonal, migrant, casual, regular and year round.

DATA STRENGTHS:

(1) Provides the most detailed information on the farmworker population on an annual basis.

(2) Subdivides farmworkers into migrant and seasonal and presents data on these special populations.

(3) Obtains data by surveying the farmworker. Therefore, it is the only count of workers (not jobs) conducted on an annual basis by the federal government.

DATA LIMITATIONS:

(1) Since the sample size is small, the statistical data is only reliable on the national level. Therefore, state and county population estimates cannot be made from survey data.

DEFINITION OF MIGRANT AND SEASONAL FARMWORKER

SEASONAL FARMWORKERS - persons who worked 25-149 days

MIGRANT FARMWORKERS - Migratory workers are those who (1) left their home temporarily overnight to do hired farmwork in a different county within the same State or in a different state with expectation of eventually returning home, or (2) had no usual place of residence, and did hired farmwork in two or more counties during the year. Non-migratory workers are those who (1) did all their hired farmwork for the year in the same county in which they lived, (2) made a permanent move from one county to another during the year (even if they did hired farmwork in both counties), or (3) commuted daily across the county or state lines to work and returned home each night.

TABLE C

ERS FARMWORKER DATA

CATEGORY	'75	'74	'72	'70	'60
HIRED FARMWORKERS	2,638,500	2,737,000	2,809,000	2,488,000	3,693,000
SEASONAL FARMWORKERS	875,000	927,000	1,024,000	916,000	1,333,000
MIGRANT FARMWORKERS	188,000	209,000	184,000	196,000	409,000

NAME OF REPORT: Census of Agriculture

COMPILED BY: Census of Agriculture
U.S. Department of Commerce

HOW OFTEN? Every five years since 1920

HOW IS DATA OBTAINED?

The 1960 Agricultural Census mailed questionnaires to all farms with annual sales of \$2,500 or more. Question 32 on the questionnaire asked the farmer to estimate the number of hired workers he employed for (a) less than 150 days and (b) more than 150 days. The completed questionnaire is returned by mail to the Agricultural Census. No census enumerator visits the farm to perform the census or to collect the questionnaire.

HOW IS DATA PRESENTED?

Volume II, General Reports, Chapter 4, "Equipment, Labor, Expenditures, Chemicals" contains the estimates, in tabular form, of the numbers of employed farm workers on the surveyed farms. The data is expressed in absolute numbers.

GEOGRAPHICAL BREAKDOWN:

National, State, County

WHO IS COUNTED?

The 1969 Agricultural Census counts separately, the number of hired workers that worked for 150 days or less at one farm and the number of hired workers that worked more than 150 days at one farm. The Agricultural Census does not total the two groups of workers because it is presumed that the Seasonal Worker count (i.e. those who worked 150 days or less) contains so much duplication that the number produced would be invalid. (NOTE: The 1964 Agricultural Census did not report the number of Seasonal Agricultural Workers.)

DATA STRENGTHS:

(1) The Census provides a complete survey every five years of the hired farm labor force on farms with \$2500 or more in annual sales.

(2) Data is provided on a state and county basis.

DATA WEAKNESSES:

(1) There is no validation of the data provided on the mail questionnaire.

(2) The seasonal farmworker count is thought to contain so many duplications that federal statisticians consider the data meaningless.

(3) Comparability of 1969 data with earlier agricultural census data is difficult. In 1964, the Census did not count seasonal farmworkers at all.

(4) The enumeration of hired labor excludes contract hired labor (i.e. those employed by labor contractors, co-operatives, food processors). A significant portion of the migrant labor force is included in this category of workers.

(5) The data does not include a count of custom workers or machine operators or other agricultural service workers who worked on farms during the year.

TABLE D
NUMBER OF FARMWORKERS

	SEASONAL	REGULAR
1969	5,125,604	
1959	306,797	316,571
1954	504,556	332,932

NAME OF REPORT: Census of Population, General Social and Economic Characteristics

COMPILED BY: Bureau of the Census
U .S. Dept. of Commerce

HOW OFTEN: Every 10 years

HOW IS DATA OBTAINED?

Data was obtained by sampling 15% of the population in 1970. The survey was conducted in April through mailed questionnaires to the sample population. Occupational information is obtained by asking persons whether they were working during the previous week. Persons who worked the previous week are classified as "employed". Question #34 on the Census form requests the respondent to identify the kind of work s/he performed. Data from the response to this question is categorized by census enumerations to determine occupation.

HOW IS DATA PRESENTED?

Farmworker data is contained within tables presenting occupational and employment data. Information included the breakdown of employed and unemployed farm labor by place of residence, race and by median employment earnings.

GEOGRAPHIC BREAKDOWN: National, State, County, City Town

WHO IS COUNTED?

Definitions of farmwork are contained within the two-volume series of Census classifications entitled, "Alphabetical Index of Industries and Occupations" and the "Classified Index of Industries and Occupations". The Alphabetical Index lists a "farm laborers and farm foremen" category which includes farm foremen; farm laborers, unpaid family workers and self-employed farm service laborers. The Classified Index includes an extended list of occupations considered farm labor covering over 100 different categories of farm work.

DATA STRENGTHS:

1. The Census of Population provides the largest single survey of the farm labor force.
2. Labor force data is provided for geographic subdivisions smaller than states.

DATA WEAKNESSES:

1. The Census survey includes only those workers that were either looking for work or who actually worked during one week in April. Excluded are large numbers of farm laborers who did not perform agricultural work during this inactive harvesting period.
2. Data is not presented on the social and economic characteristics of this special labor force. Data is limited to a head-count of workers plus some wage information.

**U.S. FARMWORKER POPULATION
CENSUS OF POPULATION**

1970	2,345,000
1960	4,085,000
1950	6,953,000

ANALYSIS OF DATA SERVICES

Establishment vs. Household Data

In order to determine whether or not data provided by statistical services is valid or even relevant to data needs of programs designed to serve the needs of MSFWs, it is necessary to understand the purposes for which data is being assembled. In other words, it must be clear why the data is collected, who it is collected for, which population is being counted and how the data is obtained.

It is important to recognize that, with the exception of data collected by the CPS and Census of Population, farm-worker data produced by SRS, ETA and Census of Agriculture is designed to provide a measure of the amount of hired labor needed to meet production demand within the agricultural economy. The data is collected so that agricultural economists can determine the numbers of workers required to meet anticipated production goals for agricultural goods and services. In other words, the data is designed to describe how farmworkers can best meet the needs of agricultural production and not to describe the needs of farmworkers.

To illustrate the point, consider the fact that farm-worker data from SRS, ETA and Agricultural Census is not an enumeration of persons, but of jobs. This means that when any of these services reports "X" number of hired workers for "Y" time period, the data actually represents the number of jobs filled by agricultural workers. That statistic provides the agricultural economist a measure of agricultural employment levels by translating labor demand into actual numbers of jobs available.

However, the data does not tell us how many workers applied for the job but were turned away (unemployed), not the number of times during the reporting month the job changed hands (job turnover). Therefore, the data does not represent the size of the actual labor force available for work, or the members of the farm labor force who found it necessary to seek work away from the farm.

Secondly, the data provided by SRS, ETA and the Agricultural Census is obtained by surveying the farm employer, not the farmworker. Surveying is performed either through the mail (self-enumeration) or by telephone interviews. Rarely are personal interviews used. There is little monitoring for reporting accuracy. Therefore, it is impossible to determine whether or not the number of workers reported is the actual number working.

Statistical services that obtain employment data from the employer count workers on the payroll in order to obtain their farm labor population estimates. However, there are farmworkers working directly in agriculture production whose services are not reflected in payroll data. A case in point are the hired laborers who perform agricultural services under contract to the employer. Laborers who perform field work under crew leader registration arrangements are not directly on the employer's payroll. Therefore they are not counted as farm laborers in the surveys conducted by the statistical services providing establishment or employer-based data. It is difficult to estimate the number of farmworkers who are under service contract and who therefore are uncounted in the establishment statistical estimates.^{4/}

The only available estimates of the farm labor force are provided in the Census of Population and the Current Population survey. These services provide data obtained by a actual survey of farmworkers (as opposed to farm employers) so that employed and unemployed workers are included in the population estimates. Unfortunately, the Census of Population publishes farmworker data every 10 years so their estimates are not current. The major problem with the CPS data is that it is survey data based on a sample size so small that farmworker population estimates are provided at the national level only.

^{4/} In 1975 CETA contracted with SRS to perform an estimate of the number of field and livestock workers provided by agricultural services to farm employers. In March of 1977 SRS released the estimates that reported 55,000 or 5% of the total number of field and livestock workers were hired through agricultural services for 1975-76.

Given the conditions which describe the methods of data collection and the population being counted by the statistical services, we can expect that the data reported by the statistical services will fall into two categories: data that counts employed workers (establishment data) and, data that counts the farmworker labor force (household data). It can be expected that services counting the employed workers will produce smaller farmworker estimates than data services which count the total farmworker labor force.

Comparison of Farmworker Population Data

Table E represents a breakdown of farmworker data collected by the five statistical reporting services. Examining the Table, we find that neither the ETA, nor the Census of Agriculture provide data on the total farmworker population. Although the Census of Population does measure the farmworker labor force, its survey is only conducted every 10 years and is only comparable with the current census year.

However, both the ERS and the SRS measure the total farmworker population on an annual basis. Comparing data from the two services, it is evident that ERA national farmworker population estimates (household data) are at least twice as high as those provided by SRS (establishment data).

For example, in 1975, ERS estimated the total hired farmworker population at 2,638,500 while the SRS estimate for that year totalled 1,323,600. Similarly, in 1974, the ERS estimate was 2,737,000 while the SRS estimate was 1,314,200. The largest margin of difference between the two services occurred in 1972 when ERS estimated the total farmworker population at 2,809,000 while SRS estimated the population at 1,145,700.

Another possible explanation for the wide discrepancy between ERS and SRS is the fact that ERS farm labor force data is expressed as an absolute number of workers whereas the SRS data represents an average of the number of farmworkers employed over a 12-month period. This means that during farm labor intensive months (or peak employment months) the farmworker population would be significantly higher than the 12-month average. Presumably, if data is used to predict the level of services needed to meet the needs of the farmworker population, the most beneficial data would be that which provides estimates of the maximum farmworker population. The peak month worker estimates provide one measure of that population. This data is available from ETA through 1976. SRS, however, discontinued monthly estimates in 1974. All SRS data is now expressed in quarterly

TABLE E

A COMPARISON OF HIRED FARM LABOR DATA FOR THE U.S.

COMPILED BY FIVE FEDERAL STATISTICAL SERVICES, 1960-1975

Population Totals	Economic Research Service (ERS)	Statistical Reporting Service (SRS)	Employment & Training Administration (ETA)	Census of Agriculture	Census of Population
All Hired Farmworkers					
1975	2,638,500	1,323,600			
1974	2,737,000	1,314,200			
1972	2,809,000	1,145,700			
1970	2,488,000	1,174,500			1,368,864
1960	3,693,000	1,885,000			
Seasonal Workers					
1975	875,000		727,922		
1974	927,000		728,400		
1972	1,024,000		731,700		
1970	916,000		780,800	5,125,604 ^{'69}	
1960	1,333,000			801,977 ^{'59}	
Migrant Workers					
1975	188,000		169,420		
1974	209,000		149,400		
1972	184,000		151,400		
1970	196,000		197,400		
1960	409,000				

(i.e. three-month) averages. Examining the SRS data prior to 1974, we find that during 1968 and 1969, the peak month estimates exceeded the annual average estimates by 37% and 36% for each of those respective years.^{5/} Had SRS continued to provide monthly data, it is probable that farmworker activity would project a target population at least 30% higher than population estimates produced by annual averages.

These examples serve to illustrate a few of the many problems associated with data assembled on the farmworker population. It is clear that data provided by the majority of the federal statistical services is designed to service the informational needs of the agricultural industry and not to provide demographic data to assist in the analysis of farmworker needs. Data users seeking to describe the social and economic conditions of the farmworker population will find the current statistical data virtually useless. With the possible exception of the Hired Farm Working Force data which is valid only on a national level, there is no current source of federally collected social and economic data on farmworkers on a state or county basis.

MIGRANT AND SEASONAL FARMWORKER POPULATION ESTIMATES

Given the scarcity of data from the statistical services on the general farmworker population, it follows that data on a special group of farmworkers--the migrant and seasonal farmworkers (MSFWs)--is even more difficult to obtain. Four of the five statistical services now provide some data on either migrant or seasonal population.

Seasonal Farmworkers

Since 1959, The Census of Agriculture has provided national and state seasonal farmworker population estimates. The Economic Research Service in its publication, "Hired Farm Working Report", provides national estimates of the migrant and seasonal labor force. The ETA of the Department of Labor, in its unpublished annual study, the "In-Season Farm Labor Report", provides national and state estimates of both migrant and seasonal farmworkers. In 1977, SRS began providing data on seasonal farmworkers. Table E presents the federal statistical service data available on migrant and seasonal farmworkers.

^{5/} Source: (Farm Labor, March 1970, pp. 7 & 10). SRS peak month estimates for 1969 totalled 1,856,500 in July and 1,892,000 in July, 1968.

The 1969 Agricultural Census estimate of 5,125,604 seasonal farmworkers is by far the largest single estimate of that population. The large discrepancy between population estimates among the services is unusual, given our assumption that services providing household data (i.e. ERS) would provide a larger estimate than services providing establishment date (i.e. Census of **Agriculture**). ERS has suggested that the estimates produced by the Agricultural Census are the result of duplicate counting--a problem already acknowledged by the Agriculture Census.

But consider the fact that ETA, like the Agricultural Census, also provides establishment data, and, like the Agricultural Census has not adjusted its data for duplication. But comparing the ETA and Agricultural Census estimates, we find the Agricultural Census estimates more than 6 1/2 times larger than the ETA estimates!

Migrant Farmworkers

Migrant farmworker data is provided by two of the federal statistical services--the ERS and the ETA. A comparison of the data provided by the two services in Table E reveals the smallest margin of difference between any two estimates of the farmworker population.

The percent difference between ERS and ETA migrants data was 11% in 1975 and 22% in 1972. The ETA estimate actually exceeded the ERS estimate in 1970! The analysis indicates that differences in reporting procedures are not the single cause of large data discrepancies among the statistical services. Perhaps the data discrepancies are influenced by another series of factors that are not based on collection methods.

MIGRANT AND SEASONAL FARMWORKER DEFINITIONS

As we indicated earlier, all three services employ different definitions of migrant and seasonal farmworkers (MSFWs). This means that each service is surveying and counting an essentially different population. The question is whether or not variations in the definition of MSFWs are large enough to influence the actual population estimates.

Table F compares the criteria defining migrant and seasonal farmworkers by statistical service. The comparison seeks to determine whether the variance in MSFW definitions might influence the size of the farmworker population included in the data.

TABLE F
DEFINITION CRITERIA FOR MIGRANT & SEASONAL FARMWORKERS
USED BY FEDERAL STATISTICAL SERVICES

	Economic Research Service (ERS)	Employment & Training Administration (ETA)	Census of Agriculture
SEASONAL FARMWORKERS			
-Minimum Days Worked	25	25	1 hour
-Maximum Days Worked	149	150 consecutive days with one employer	less than 150 days
-Special Inclusions	None	Food Processors that spend 1/2 total work time in agriculture labor	None
-Special Exclusions	None	Full-time students	None
MIGRANT FARMWORKERS			
-Seasonality Required	No	Yes	No Data Provided on Migrants
-Travel Requirements	Must cross county line & not come home overnite/ or have no regular residence but work in two (2) or more counties	Must travel far enough away from home so that cannot return home the same day	No Data Provided on Migrants
-Special Inclusions	None	Food processors that spend 1/2 total work time in agriculture labor	No Data Provided on Migrants
-Special Exclusions	None	Full-time students travelling in organized groups	No Data Provided on Migrants

As Table F indicated, seasonal farmworker definitions are circumscribed by such requirements as number of days worked, age of worker and other special restrictions on the population. Migrant definitions are primarily circumscribed by travel requirements.

Seasonal Farmworkers

In comparing ETA and ERS criteria for seasonal farmworkers we find that both define seasonals as workers 14 years or older. Both also define seasonals as persons who work at least 25 days. However, the Agricultural Census criteria includes neither the 14 year old minimum age nor the 25 minimum days worked requirement in its seasonal definition.

All three services impose a 150 maximum work days requirement for seasonals, but the variance in data collection methods and/or nuances within the definitions among the services effectively translate the 150 maximum days requirement into three different standards.

To illustrate the point, ERS surveys the farmworker, as opposed to the farm employer. By setting a 150 days worked standard, the seasonal worker can under no circumstances work more than the 150 days limit even if s/he might work for two employers less than 150 days each.

The ETA seasonal definition requires a work period that does not exceed 150 consecutive days with one employer. Since the employer is providing the information, the estimate does in fact yield the number of days with one employer. This means that farmworkers working for two (2) employers for a period less than 150 days each, are considered seasonal. Under the ETA definition a seasonal farmworker could be employed 365 days a year, as long as his length of employment did not exceed 150 days with each employer.

The Agricultural Census also collects its data from the employer and places a less-than-150-work days requirement on seasonals. The Agricultural Census does not have a "consecutive-days-with-one-employer" requirement as does ERS, but since it obtains information from the employer, the effect of the requirement is "150 days with one employer", although the days do not have to be consecutive.

Migrant Farmworkers

Migrant workers are counted by ETA and ERS. Both establish different travel requirements for migrant workers. ERS requires a migrant to work in a different county than he lives in and to not be able to return home that same night. Or, if the worker

has no permanent home, s/he must work in two or more counties before being declared migrant.

ETA requires travel sufficiently far way so that the worker can't return home that night. However, in addition to travel requirements, ETA requires migrants to meet their measure of seasonality. Probably the most difficult of the seasonal standards for migrant workers is the minimum 25-days-with-one-employer requirement.

Finally, ETA excludes full-time students from its count of migrant workers, even if they meet the other requirements set forth to define seasonal workers. Also, as of 1977, migrant food processing workers will be included in the ETA farmworker definition only if they spend 1/2 of their labor time in agriculture work as defined by the SIC categories found on page 3.

Summary

Generally, it can be concluded that the criteria used to define migrant and seasonal farmworkers are most stringent within the definition utilized by ERS. Although there is no statistical data available to project the numbers of seasonals and migrants excluded as a result of the definitional limitations, it nevertheless can be concluded that the ERS definition is likely to exclude more farmworkers than are the other two statistical services.

PROBLEMS WITH MIGRANT AND SEASONAL FARMWORKER DEFINITIONAL CRITERIA

One of the questions that continues to emerge from an examination of the statistical services definitions of MSFWs addresses the selection of criteria used to construct the MSFW definition. The minimum and maximum days worked requirements have been a part of both ETA and ERS criteria for several decades. However, when Rural America attempted to obtain the factors influencing the choice of days worked, none of the service officials could provide definitive answers. Let us examine the criteria used to define MSFWs to determine whether the requirements imposed by the definitions are in fact descriptive of the working conditions of the Migrant and Seasonal Farmworker Population.

1. Minimum Days Requirement

Webster's New World Dictionary defines a "season" as "a time or part of the year during which a specified kind of agricultural work is done or a specified kind of weather prevails."

Within the context of hired agricultural labor, the term "seasonal" is used to describe a temporary or short-term worker who is not a "permanent" or "regular" or "year round"

employee of the farm employer.

Short-term employment can be measured by the number of days a worker spends on a job. Usually bounds are set on the maximum number of days worked. However, the Department of Labor and the ERS have established both maximum and minimum days-worked boundaries on seasonal employment. If a seasonal performs agricultural labor less than 25 days, s/he is classified as a 'casual' farmworker. The assumption is made that persons performing farm work for less than 25 days spend the majority of their labor time in other occupations which constitute their chief work activity. Therefore, they are not 'seasonal' workers but workers who perform farm work that are not farmworkers.^{6/}

By dividing the short-term farm labor force into 'casual' and 'seasonal' categories, the statistical services have effectively eliminated over one-half of the temporary farm workers from the seasonal category.^{7/} This means that the majority of workers hired for short-term agricultural employment are not counted as seasonal workers by either the ERS or the ETA.

A second problem caused by the 25 day minimum concerns the possible elimination of farmworkers in agricultural production areas where actual growing and harvesting activity requires less than 25 days of hired labor. There are several states where the growing and harvesting season is comparatively short, so the number of actual days of labor required to service the crops might call into serious question the minimum 25 days requirement for seasonality.

In Maine, much of the agricultural activity requiring hired labor takes place in time periods of one month or less. The DOL Bureau of Employment Security publishes a state-by-state description of growing and harvesting activity by length of season. The report, Crops Requiring Seasonal Workers, describes a total of 24 crops requiring seasonal labor for Maine. One-third of the Maine crops requires harvest periods of one month or less.

Recently, Rural America undertook a study of the housing problems of migrant and seasonal farmworkers in Maine. Preliminary findings from that study indicate that the 25 minimum day requirement for seasonal workers eliminates most, if not

^{6/} The underlined phrase is contained within a discussion Draft report sponsored by the ERS and the American Agricultural Economics Association, "Toward the Definition and Measurement of Farm Employment", May 4-6, 1977. p. III-3.

^{7/} See, 1975 Hired Farm Working Force, ERS.

all of the workers employed in the blueberry, apple, and potato harvests (Maine produces 10% of the U.S. blueberries.) The Maine study also concluded that the 1969 Agricultural Census estimate of 41,832 seasonals for the state would be reduced to 300-800 workers if the 25 day minimum work days requirement were applied to their seasonal farmworker population.^{8/}

Both Vermont and New Hampshire have comparably short growing and harvesting seasons. In Vermont three of the five seasonal crops require work periods of less than one month. Most of the seasonal work in New Hampshire is in the apple harvest. The harvest work time estimate is also less than one month.

The question becomes whether the use of the 25 day minimum days requirement is weeding out the so-called "pleasure pickers" or in fact, eliminating those seasonal farmworkers who work the total season in short season states.

2. Maximum Days Worked

There is a general concern about the appropriateness of the 150 days worked requirement for seasonal farmworkers. The ERS definition, identified earlier as the most restrictive of the maximum days worked requirements, is inappropriate when you consider the length of the growing and harvesting season in key hired labor states. The 'seasonal' or 'temporary' character of agricultural activity has, in many instances been negated by the growth of major agricultural industry in geographic regions where the climate is conducive to year-round agricultural activity. Therefore, in states like California, Texas & North Carolina where over 50% of the total U.S. seasonal workforce is employed, growing and harvesting activities take place on a year-round basis. For example, DOL lists 111 separate crops grown and harvested in California which require seasonal labor for the entire 12 months of the year. Similarly, North Carolina produces 68 crops that require 12-months labor, and Texas produces 87 crops requiring 12 months of seasonal labor. Conceivably a farmworker could remain in one state and obtain year-round employment as a seasonal worker with several different farms. Or s/he might find continuous (i.e. more than 150 days of work) employment with a large grower who produced a variety of crops in different regions of the state.

^{8/} See draft copy, The Housing Problems of Seasonal Farmworkers in Maine, the Community Resources Group, Inc., Cambridge, MA. 02138. p.4.

3. Chief Activity Requirement

The ETA definition of migrant and seasonal farmworkers, calls for the exclusion of full-time students from the seasonal population. This restriction introduces another dimension to the current maize of definitional requirements for seasonal farmworkers. By the wholesale exclusion of a category of workers called "full-time students", ETA is defining seasonals not only by the number of days worked but also by chief occupational activity, which means that ETA invokes restrictions based on non-farm work time.

This important departure can have a potentially devastating effect on the number of farmworkers ETA classifies as seasonal, because a high proportion of seasonal workers are engaged in other labor activities outside agriculture. Forty percent (40%) of all hired farmworkers in 1975 received earnings from other non-farm work. During the 1975 CPS Survey of farmworkers, only 28% of all hired farmworkers listed farmwork as their chief activity. ^{9/} Once the seasonal farmworker definition begins to utilize a standard that specifies the type of work situation outside of agriculture that is acceptable for a seasonal farmworker, the result will effectively reduce an already squeezed category of farmworkers.

Eliminating Farmworkers By Definitions

Based on the findings of this report, Rural America concludes that population estimates of migrant and seasonal farmworkers are being substantially reduced by the imposition of arbitrary measures of seasonality. Using data supplied in the 1975 Hired Farm Working Force, we estimate that the number of workers excluded by the minimum and maximum days worked requirements imposed by ERS, ETA, Census of Agriculture and more recently, by SRS is as follows:

Exclusions	Farmworker Population
Farmworkers working less than 25 days	1,180,000
Farmworkers working more than 150 days	<u>583,000</u>
	1,763,000

The effective reduction of the farmworker population as a result of the applied seasonality requirements totals 1,763,000

^{9/} Hired Farm Working Force of 1975

or two-thirds of the total farmwork force.

SOME CONCLUSIONS

There are so many factors influencing the federal count of farmworkers that it is difficult to establish direct cause and effect relationships between obvious inadequacies of the services and the highly questionable data generated. However, it is possible to outline several problem areas that unquestionably influence both the substance and validity of federal farmworker data.

1. Needed: Detailed Socio-Economic Farmworker Data

Much of our concern about the substance of farmworker data directly concerns the need to establish a federal research objective that calls for the collection of detailed socio-economic information on the farmworker population. Currently the bulk of federal statistical data on farmworkers is establishment data, designed to answer the agricultural industry's informational needs of labor requirements. Limited socio-economic data is valid only at the national level and therefore not suited to the more detailed needs of farmworker service programs.

A comprehensive federal effort is required to obtain household data which extends current CPS sampling and survey procedures to provide a detailed series of socio-economic indicators, available on a state and regional as well as national basis.

Data items needed by farmworker service programs might include:

(1) Detailed characteristics of the farmworker population, including race, age, sex, income and educational levels of workers.

(2) Detailed characteristics of farmworker dependents. Since many of the programs are designed to impact both the farmworker and dependents, there is a need for information on household size, composition, age and sex of dependents, number of farmworkers per family, supplementary income sources, housing conditions, number of families living below the poverty level, etc.

(3) Occupational Information - Most farmworker service need data to analyze the impact of agricultural employment on the lives of the workers. Needed are such items as the geographic distribution of hired farm labor by occupational category; average number of days worked; length of work year spent doing seasonal farmwork; proportion of farmworker's income derived from farm labor; the percentage of farmworker income from non-farm occupations; the extent of employment coverage from federal protective laws, etc.

Since several of the above-mentioned data items are already available on the CPS survey, valuable socio-economic data on a

state basis could be obtained by simply enlarging the survey's sample size.

2. Needed: Clarification and Agreement on MSFW Definintions:

A prerequisite to the design of an adequate farmworker data system is agreement on the definition of the terms. At this moment there is no agreement within the federal statistical services on the meaning of the term "farmwork". Each service employs a job classisfication system which defines farmwork according to either its industrial or occupational demensions. Currently six separate classification systems are used by the federal statistical services counting farmworkers. Each system establishes its own parameters for labor that is considered farmwork.

There are two industrial classification systems used by the statistical services. The most widely accepted industrial classification system in the Standard Industrial Classification (SIC). However, the Bureau of Census had developed its own Index of Occupations and Industries which sets forth categories of farm labor that do not correspond to SIC categories.

There is an even greater abundance of occupational classificaton systems. Currently the four systems used are the Index used by the Census Bureau, the Dictionary of Occupational Titles used by DOL, the Standard Terminology for Curriculum and Instruction used by HEW and the SRS classification of agricultural workers. The Office of Management and Budget is developing a master occupational classification system called Standard Occupational System (SOC) that will compliment the SIC and serve as an alternative to the separate occupational classifications presently used by individual agencies.^{10/} However, until the SOC is completed and accepted by federal agencies counting farmworkers there will continue to be disagreement on the meaning of the term "farmwork".

The discrepancies in Migrant and Seasonal Farmworker definitions are equally confusing. Each of the three statistical sources that count seasonal farmworkers has its own definintion of "seasonality" which varies either slightly or significantly from the other sources. For example, two of the three sources employ different minimum and maximum days worked standards. One source "special conditions" its seasonals to exclude full-time students while the other two do not. Two of the three services have not changed their migrant and seasonal difinitions in decades. But the third service alters its difinition annually.

^{10/} The information on classification systems is obtained from the draft document "Toward The Definition and Measurement of Farm Employment" by James Holt, et. al, May, 1977. Chap. 4, pp. 1-15.

Of the two services providing data on migrants, one service requires migrants to cross county lines and stay away from home overnight. One service excludes full-time students traveling in groups from its migrant definition while the other does not.

The seasonal farmworker data produced from the services is incompatible. The Agricultural Census estimates of seasonal workers run nearly 6 times higher than ERS estimates which run as much as 30% higher than ETA estimates.

The high level of confusion surrounding the definition of terms is in itself indicative of the lack of quality data generated by statistical services. Since there is no detailed data available on the length of the average seasonal job, there is no agreement on how many (or few) days should constitute the measure. Since there is insufficient data available on migrant travel patterns, there is no agreement on the migrant travel requirements.

The result is the perpetuation of a cycle of ignorance on who the migrant and seasonal farmworker is and the numbers of MSFW's that actually exist in this country.

PART II

THE FARMWORKER PROGRAMS

INTRODUCTION

The federal effort to provide for farmworker needs has been an historically recent development. It wasn't until the mid-sixties, following the momentum created by Caesar Chavez' farmworker movement that the conscience of the nation was moved to translate cries for assistance into substantive action.

All of the enabling legislation for farmworker programs was passed within a 12-year period, beginning with the Migrant Health amendments to the Public Health Service Act of 1962 and ending with the Title III, Section 303a programs of the Comprehensive Employment and Training Act of 1974.

Currently, three federal agencies provide 5 separate service programs for farmworkers. The programs include the DOL Comprehensive Employment and Training Act, Section 303 Farmworker Programs; the HEW Migrant Education, Migrant Health and Migrant & Indian Headstart programs; and the FmHA Section 514/516 Farm Labor Housing program of the U.S. Dept. of Agriculture. The programs receive appropriations ranging from \$6 million for Migrant Headstart to \$97 million for Migrant Education. (See Table G for a breakdown of funding for FY76.)

Each program is separately defined, operates under its own set of regulations, selects its own target population and determines its own program eligibility criteria. There is no single agency that serves to coordinate farmworker programs, so very little, if any communication or cooperation exists between the programs at the federal level.

Part II of the paper will examine the parameters of the farmworker programs, taking a close look at the historical development of the criteria which serve to define the target population.

The paper will also review farmworker population data generated by each of the programs. All farmworker programs produce either detailed estimates of the target populations or of the populations serviced by program activities. Migrant Health generates its data based on population estimates produced by its own program. Migrant Education obtains data on its service population by contracting with a private computer firm. And CETA contracts with SRS to obtain its target population data.

Programs use the data on target population estimates to indicate the extent and scope of services needed and to determine the geographic areas where the greatest concentrations of farmworkers exist. Additionally, program-generated data is used as a basis for state program allocations. The two largest farmworker programs, CETA and Migrant Education, base state program funding allocations on farmworker data generated by their programs.

TABLE G

FY 76 APPROPRIATIONS OF
FEDERALLY SPONSORED FARMWORKER PROGRAMS

<u>PROGRAM</u>	<u>FY 76 AMOUNT</u>
<u>DOL</u>	
CETA 303	\$63,200,000 DOL Subtotal
<u>HEW</u>	
Migrant Education	\$97,090,478
Migrant Health	25,000,000
Migrant Headstart	6,000,000
	\$128,090,478 HEW Subtotal
<u>USDA</u>	
FmHA 514/516 Farm Labor Housing	\$17,500,000 USDA Subtotal

FY 76 TOTAL FARMWORKER
PROGRAM APPROPRIATIONS

In addition, Migrant Health uses its program data to determine the locations of high concentrations of farmworkers.

Therefore it is important to determine if the data used for funding purposes is an accurate estimate of the target population and whether or not the definitions used by the programs are in fact descriptive of the populations for which the programs were designed.

EVOLUTION OF THE FARMWORKER PROGRAM EFFORT

OEO and CETA

Early leadership for farmworker programs came in 1964 from the newly created Office of Economic Opportunity, mandated by Title IIIB, Section 311 of the Economic Opportunity Act to begin to:

"...develop and implement a program to assist...in the operation of programs of assistance for migrant and other seasonally employed agricultural employees."
(EOA, 1964)

Between 1964 and 1967, OEO farmworker programs were limited to housing, sanitation, education and day care. However, in 1967, OEO's mandate was broadened to:

"...assist migrant and seasonal farmworkers and their families to improve their living conditions and develop skills necessary for a productive and self-sufficient life..."

During the first five years, Congress increased the appropriation to OEO farmworker programs from a beginning of \$15 million to \$42 million in FY72. Assistance was provided farmworker families in the areas of child care, housing, employment, training, adult education, nutrition, family services, and economic development.

When the Republicans assumed federal leadership in 1968, the political climate for social reform programs changed drastically. By 1973, buoyed by the recent defeat of McGovern forces, Nixon's administration moved forcefully to silence OEO program efforts. The agency's farmworker programs were transferred to the Department of Labor's Division of Farmworker Programs, established to administer the Title III, 303 (a) programs of the 1974 Comprehensive Employment and Training Act. Language contained with the Committee report accompanying the 1974 Community Services legislation makes clear the transferral of authority to CETA:

"Administration of programs currently authorized by Title IIIB of the Economic Opportunity Act of 1964 as amended has been transferred to the Department of Labor. Part B of Title II of H.R. 14449 provides that the Department of Labor retain responsibility for these programs. However, the Committee wishes to emphasize that programs authorized

by Section 22 of H.R. 14449 are authorized in addition to the Migrant and Seasonal Farmworker Programs authorized by Section 303 of Public Law 93-202.

Under CETA Title III, DOL is mandated to:

- (1) provide manpower and other services for those individuals who suffer chronic seasonal unemployment and under employment in the agricultural industry;
- (2) provide services to migrants and other seasonally employed farmworkers and their families who wish to seek alternative job opportunities to seasonal farmwork and
- (3) provide services necessary to improve the wellbeing of migrants and other seasonally employed farmworkers and their families who wish to remain in the agricultural labor market and to upgrade their skills to enable them to take advantage of job opportunities created by changing agricultural technologies. (CFR 10/19/76 p. 46126)

By FY76, Congress had appropriated \$66 million for 303 programs to provide assistance in such areas as housing, health, legal aid, transportation and economic development.

The farmworker program distributed its funds in two ways:

- (1) 20% of the funds are set aside in the "National Account" and are used to fund experimental programs, provide clearinghouse activity, labor market information, interstate programs; and,
- (2) to fund special needs programs such as housing, emergency situations and changing agricultural technology training.

How Does CETA Estimate Its Target Population?

In the past, CETA used migrant and seasonal farmworker population data supplied by the Education and Training Administration's "In-Season Farm Labor Report". However, in 1976, CETA switched its data source from ETA to the Statistical Reporting Service (SRS), of the U.S. Dept. of Agriculture. ^{11/} For FY'77 CETA allocated its MSFW program funds based on SRS estimates of the total farmworker population, (including seasonal and non-seasonal workers). Table II presents SRS estimates of the farmworker population used to allocate migrant and seasonal farmworker program dollars for FY'77.

^{11/} For a detailed explanation of SRS reporting procedures see page 5 of this paper.

TABLE H

AVERAGE NUMBER OF WORKERS HIRED BY FARM OPERATORS AND AGRICULTURAL SERVICES 1/-
JULY 1975, OCTOBER 1975, JANUARY 1976 AND APRIL 1976, PRELIMINARY

STATE	AVERAGE NUMBER OF WORKERS HIRED BY FARM OPERATORS			FIELD AND LIVESTOCK WORKERS HIRED BY	
	FIELD & LIVESTOCK	ALL OTHER	TOTAL	AGRICULTURAL SERVICES	TORS AND AGRICUL- TURAL SERVICES
	THOUSANDS				
ALA	17.7	10.0	27.7	.1	17.8
ARIZ	8.3	5.5	13.8	1.6	9.9
ARK	12.5	16.0	28.5	.1	12.6
CALIF	191.7	66.0	257.7	34.1	225.8
COLO	10.0	7.0	17.0	.4	10.4
CONN	4.6	1.6	6.2	**	4.6
DEL	1.5	1.1	2.6	**	1.5
FLA	40.2	20.0	60.2	9.6	49.8
GA	25.7	9.5	35.2	.1	25.8
IDAHO	12.8	6.5	19.3	.2	13.0
ILL	27.0	7.5	34.5	.1	27.1
IND	21.8	6.5	28.3	**	21.8
IOWA	32.2	7.8	40.0	.1	32.3
KANS	14.7	8.0	22.7	.1	14.8
KY	17.7	5.3	23.0	.3	18.0
LA	12.2	11.0	23.2	.1	12.3
MAINE	4.4	3.2	7.6	**	4.4
MD	9.5	3.0	12.5	.2	9.7
MASS	6.6	3.2	9.8	.1	6.7
MICH	22.0	5.8	27.8	**	22.0
MINN	32.8	14.0	46.8	.2	33.0
MISS	14.0	17.0	31.0	**	14.0
MO	22.0	6.8	28.8	.3	22.3
MONT	8.0	2.3	10.3	**	8.0
NEBR	14.7	5.3	20.0	.1	14.8
NEV	1.7	.7	2.4	**	1.7
N H	1.2	.5	1.7	**	1.2
N J	7.5	3.8	11.3	.1	7.6
N MEX	5.6	3.2	8.8	.3	5.9
N Y	27.0	6.5	33.5	.2	27.2
N C	52.0	12.0	64.0	1.0	53.0
N DAK	4.4	4.4	8.8	**	4.4
OHIO	26.0	7.0	33.0	.1	26.1
OKLA	9.8	6.3	16.1	.1	9.9
OREG	20.1	5.6	25.7	.3	20.4
PA	29.5	9.3	38.8	.3	29.8
R I	.5	.2	.7	**	.5
S C	22.7	11.0	33.7	.3	23.0
S DAK	12.0	1.3	13.3	.1	12.1
TENN	14.0	6.5	20.5	.1	14.1
TEX	50.3	34.5	84.8	3.4	53.7
UTAH	5.9	1.4	7.3	**	5.9
VT	5.1	1.1	6.2	**	5.1
VA	20.0	7.0	27.0	.7	20.7
WASH	32.0	11.0	43.0	.2	32.2
W VA	2.8	.6	3.4	.5	3.3
WIS	40.3	10.0	50.3	**	40.3
WYO	4.7	1.5	6.2	**	4.7
P R	39.0	4.3	43.3	**	39.0
U S 2/	1,018.7	399.6	1,418.3	55.5	1,074.2

1/ AGRICULTURAL SERVICES INCLUDE SERVICES FOR SOIL PREPARATION, CROPS, LIVESTOCK (EXCLUDING ANIMAL SPECIALTIES), FARM LABOR AND MANAGEMENT. 2/ INCLUDES PUERTO RICO. ** LESS THAN 50 WORKERS.

TABLE J

U.S. DEPARTMENT OF LABOR--EMPLOYMENT AND TRAINING ADMINISTRATION
MIGRANTS ALLOCATION
FY 1977

	FARM WORKERS	HOLD HARMLESS	ALLOCATION	ALLOC-HH	76 ALLOC	77-76
ALABAMA	71,300	685,800	685,800	0	762,000	-76,200
ARIZONA	39,500	1,035,000	1,035,000	0	1,150,000	-115,000
ARKANSAS	50,300	1,017,900	1,017,900	0	1,131,000	-113,100
CALIFORNIA	903,300	7,632,000	8,483,000	851,000	8,480,000	3,000
COLORADO	41,500	767,700	767,700	0	853,000	-85,300
CONNECTICUT	18,500	261,900	261,900	0	291,000	-29,100
DELAWARE	5,800	90,000	90,000	0	100,000	-10,000
FLORIDA	199,500	3,459,600	3,459,600	0	3,844,000	-384,400
GEORGIA	103,300	1,040,400	1,040,400	0	1,150,000	-115,600
HAWAII	0	360,000	360,000	0	360,000	0
IDAHO	51,900	528,300	528,300	0	587,000	-58,700
ILLINOIS	108,300	890,100	1,017,100	127,000	989,000	28,100
INDIANA	87,100	701,100	818,000	116,900	779,000	39,000
IOWA	129,400	890,100	1,215,200	325,100	989,000	226,200
KANSAS	59,400	549,900	557,800	7,900	611,000	-53,200
KENTUCKY	72,000	912,600	912,600	0	1,014,000	-101,400
LOUISIANA	49,200	761,400	761,400	0	846,000	-84,600
MAINE	17,800	255,600	255,600	0	284,000	-28,400
MARYLAND	38,600	324,900	362,500	37,600	361,000	1,500
MASSACHUSETTS	26,700	283,500	283,500	0	315,000	-31,500
MICHIGAN	88,000	890,100	890,100	0	989,000	-98,900
MINNESOTA	131,900	1,116,000	1,238,700	122,700	1,240,000	-1,300
MISSISSIPPI	56,000	1,017,900	1,017,900	0	1,131,000	-113,100
MISSOURI	89,400	799,200	839,600	40,400	888,000	-88,400
MONTANA	32,000	384,300	384,300	0	427,000	-42,700
NEBRASKA	59,200	572,400	572,400	0	636,000	-63,600
NEVADA	6,700	72,900	72,900	0	81,000	-8,100
NEW HAMPSHIRE	4,600	56,700	56,700	0	62,000	-6,300
NEW JERSEY	30,300	469,800	469,800	0	520,000	-52,000
NEW MEXICO	23,400	729,000	729,000	0	810,000	-81,000
NEW YORK	108,700	972,900	1,020,800	47,900	1,081,000	-60,200
NORTH CAROLINA	212,000	4,311,900	4,311,900	0	4,791,000	-479,100
NORTH DAKOTA	17,600	294,300	294,300	0	327,000	-32,700
OHIO	104,400	716,400	980,400	264,000	776,000	184,400
OKLAHOMA	39,400	525,600	525,600	0	584,000	-58,400
OREGON	81,700	830,700	830,700	0	923,000	-92,300
PENNSYLVANIA	119,200	919,800	1,119,400	195,600	1,022,000	97,400
RHODE ISLAND	2,300	45,000	45,000	0	50,000	-5,000
SOUTH CAROLINA	92,100	942,300	942,300	0	1,047,000	-104,700
SOUTH DAKOTA	48,400	399,600	454,500	54,900	444,000	10,500
TENNESSEE	56,300	743,400	743,400	0	826,000	-82,600
TEXAS	214,800	5,514,300	5,514,300	0	6,127,000	-612,700
UTAH	23,400	372,600	372,600	0	414,000	-41,400
VERMONT	20,400	114,300	191,600	77,300	127,000	64,600
VIRGINIA	83,000	852,300	852,300	0	947,000	-94,700
WASHINGTON	128,800	1,513,800	1,513,800	0	1,682,000	-168,200
WEST VIRGINIA	13,300	165,600	165,600	0	184,000	-18,400
WISCONSIN	161,100	1,236,600	1,512,900	270,300	1,374,000	138,900
WYOMING	18,900	188,100	188,100	0	209,000	-20,900
PUERTO RICO	156,000	1,955,700	1,955,700	0	2,173,000	-217,300
NATIONAL TOTAL	4,296,700	51,171,300	53,719,900	2,548,600	54,817,000	-3,097,100

TABLE J

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NUMBER OF FIELD AND LIVESTOCK WORKERS ON FARMS HIRED BY FARM OPERATORS AND
AGRICULTURAL SERVICE FIRMS 1/ FOUR QUARTER AVERAGE
(JULY 1976, OCTOBER 1976, JANUARY 1977 AND APRIL 1977)

STATE	ALL WORKERS	REGULAR WORKERS 150 DAYS OR MORE	SEASONAL WORKERS		CASUAL WORKERS LESS THAN 25 DAYS
			149 DAYS OR LESS	25 TO 149 DAYS	
			THOUSANDS		
ALA	16.5	8.4	8.1	2.3	5.8
ARIZ	11.8	8.5	3.3	2.3	1.0
ARK	12.1	6.8	5.3	2.8	2.5
CALIF	196.9	109.3	87.6	62.0	25.6
COLO	11.4	7.5	3.9	2.0	1.9
CONN	3.7	2.4	1.3	.9	.4
DEL	1.2	.8	.4	.4	
FLA	55.6	42.0	13.6	10.5	3.1
GA	26.4	11.8	14.6	5.3	9.3
HAW	5.4	5.0	.4	.4	
IDAHO	15.1	6.5	8.6	4.8	3.8
ILL	27.3	12.0	15.3	6.4	8.9
IND	21.1	10.7	10.4	5.0	5.4
IOWA	36.3	16.9	19.4	6.9	12.5
KANS	15.5	9.4	6.1	3.6	2.5
KY	21.4	9.8	11.6	4.4	7.2
LA	10.5	7.3	3.2	1.7	1.5
MAINE	6.3	2.9	3.4	2.8	.6
MD	8.7	6.2	2.5	1.5	1.0
MASS	4.7	2.7	2.0	1.3	.7
MICH	22.0	12.1	9.9	6.1	3.6
MINN	29.8	13.9	15.9	6.9	9.0
MISS	18.4	10.3	8.1	3.7	4.4
MO	19.3	9.6	9.7	3.4	6.3
MONT	6.3	5.1	1.2	.9	.3
NEBR	14.6	8.9	5.7	2.4	3.3
NEV	2.0	1.6	.4	.3	.1
N H	1.6	1.1	.5	.2	.3
N J	8.5	4.7	3.8	3.5	.3
N MEX	5.0	3.7	1.3	.9	.4
N Y	27.0	17.5	9.5	4.5	5.0
N C	62.3	12.6	49.7	19.0	30.7
N DAK	4.3	2.6	1.7	1.6	.1
OHIO	18.8	10.8	8.0	4.5	3.5
OKLA	16.3	7.9	8.4	3.9	4.5
OREG	18.5	7.5	11.0	6.9	4.1
PA	24.4	17.7	6.7	3.3	3.4
R I	.6	.5	.1	.1	
S C	13.5	5.3	8.2	4.9	3.3
S DAK	7.6	5.5	2.1	1.1	1.0
TENN	14.7	7.4	7.3	2.4	4.9
TEX	49.1	35.4	13.7	9.0	4.7
UTAH	5.2	2.8	2.4	.8	1.6
VT	5.2	3.9	1.3	1.0	.3
VA	25.3	11.1	14.2	8.9	5.3
WASH	38.1	9.0	29.1	11.5	17.6
W VA	4.4	1.7	2.7	1.2	1.5
WIS	36.6	27.2	9.4	7.1	2.3
WYO	4.0	3.1	.9	.6	.3
P R	28.0	18.4	9.6	7.3	2.3
U S 2/	1,039.3	565.8	473.5	255.4	218.1

1/ AGRICULTURAL SERVICES INCLUDE SERVICES FOR SOIL PREPARATION, CROPS, LIVESTOCK (EXCLUDING ANIMAL SPECIALTIES), FARM LABOR AND MANAGEMENT. 2/ INCLUDES PUERTO RICO.

FARM LABOR, MAY 1977

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CROP REPORTING BOARD, SRS, USDA

SRS produced the data using estimates of the number of "field and livestock workers"^{12/} employed between July, 1975 and April, 1976. The estimate represents the combined total of seasonal and non-seasonal farmworkers, (see Table G, Column 1). Normal SRS sampling procedure does not provide a count of workers hired through agricultural services or organized labor crews. Therefore a separate sampling procedure was set up to produce estimates of the farmworker population hired by "agricultural services", (see Table H, Column 4). The Agricultural Service estimates were added to the original estimates to obtain the total number of field and livestock workers hired by both farm operators and agricultural services, (see Table H, Column 5). Table H estimates the annual field and livestock worker population of 1,074,200.

The estimates in Table H represent the SRS count of field and livestock workers used as a basis for distributing CETA state allocations. However, these estimates differ markedly from data in Table I, obtained from and used by CETA to distribute state allocations. Table I indicates a total farmworker population of 4,296,700. By examining the data, we find that the farmworker estimates in Table I were produced by multiplying each of the state farmworker totals in Table H by "four". The logic of this computation is somewhat baffling, since the totals in Column 5 of Table H represent an annual average of each of the four reporting quarters. By multiplying the annual average by four, CETA has in fact, used a quadruplicate count of SRS estimates of hired field and livestock workers as the basis for distributing its funding.

Unfortunately, CETA state allocations continue to be based on the total farmworker population, despite the fact that SRS began producing estimates of the seasonal farmwork force in May, 1977. (See Table J). When questioned about the continued use of data on ineligible farmworkers, CETA officials indicated preference for the total farmworker population estimates to assure "continuity" in past funding patterns.

The questionable use and manipulation of SRS data has significant implications for CETA funding distribution. Although CETA has defined a target population eligible to receive program assistance, it continues to distribute state allocations based on data that does not provide an estimate of that population. SRS neither uses the CETA migrant and seasonal farmworker

^{12/} SRS does not maintain an enumeration of occupational tasks included under the "field and livestock" category. Each farmer categorizes workers based on his/her assessment of what the category means. Therefore it is impossible to determine whether the category matches the CETA farmwork categories under SIC classifications. James Garrett of SRS has estimated that categories 1,2&3 contained on page 6 of this report are those tasks included in the "field and livestock" worker category.

definition as a basis for collecting its data, nor does it collect data on the migrant population that CETA programs were designed to serve. In addition, the field and livestock worker category used by SRS does not match the farm work categories contained in CETA's migrant and seasonal farmworker definitions taken from the Standard Industrial Classification System (SIC) and set forth in the CETA program guidelines.

CETA Changes the Migrant and Seasonal Target Population

Essentially CETA 303 programs were those created and developed under the OEO's Title IIIB and transferred to DOL in August of 1973. Since that year, there have been a series of alterations in the migrant and seasonal definition and program eligibility requirements that have significantly narrowed the target population identified in the old OEO IIIB programs. Those changes have taken place within three important definitional areas: (1) the categories of ag. labor defined as "farmwork"; (2) the definition of migrant and seasonal farmwork; and (3) eligibility requirements for program assistance. We will consider each area separately, identifying the parameters set forth under the IIIB programs and tracing their evolution under the CETA programs.

Farmwork

OEO IIIB programs used the Dictionary of Occupation Titles, (DOT), "Farmhand, General" category to define the functional areas of farm work. The description reads as follows:

Farm Hand, General (agric.) I. 421.883. farm hand, regular; farm-wage hand; hand; hired hand; hired man; wage hand. Works on farm devoted to diversified agriculture, performing duties requiring knowledge of livestock and crops and maintenance of structures and equipment: Prepares soil for planting by plowing, harrowing, and fertilizing; seeds, cultivates, sprays, and harvests crops, using a variety of horse and tractor-drawn machinery (FARM-EQUIPMENT OPERATOR). May irrigate crops (IRRIGATOR II). Tends livestock and poultry, observing general condition and administering simple medications to animals and fowls. Hauls feed to livestock during grass shortage and winter months. Operates, repairs, and maintains farm implements and mechanical equipment, such as tractors, gang plows, ensilage cutters, hay balers, cottonpickers, and milking machines. Repairs farm buildings, fences, and other structures. May haul livestock and produce to market (TRUCK DRIVER, HEAVY (and ind.); TRUCK DRIVER, LIGHT (and ind.)).

CETA's first regulations, issued in August of 1974, continued to use the DOT classification "Farmhand-General" to define farm work. However one year later, the July 1975 amendments changed the basis for defining farmwork, substituting the Standard Industrial Classification (SIC) System for the Dictionary of Occupational Titles (DOT) System. The change was instituted at the insistence of the DOL officials who wanted CETA's farmworker definitions to correspond to those used by the Employment and Training Administration. Although CETA officials resisted, the changes were made and "farmwork" became described by the particular industry employing an agricultural labor instead of by the type of agricultural labor performed.

"Farmwork shall mean work performed for wages in agriculture production or agricultural services (as defined in the most recent edition on the SIC Code definition included in industries 01, 02, (excluding 027) and 07 (excluding 074, 0752, 0761 and 078)". (CFR 7/9/75, p. 28983)

With the new definition, agricultural workers who were employed by farmers growing furbearing animals and rabbits, or who were employed by agricultural services providing veterinary services or services with animals specialties were not considered farmworkers for CETA programs. Moreover, farm laborers who were hired by crew leaders were excluded from the farmworker definition, as were agricultural workers paid by the landscaping and horticultural services.

The January, 1977 amendments altered the eligible SIC categories by allowing workers hired by crew leaders (SIC 0761) to be included in the CETA target population.

Seasonal Farmwork

OEO III B programs called seasonal farmwork "agriculturally related seasonal industry:" which was defined as:

"....Farmwork or work related to the crops which is exempt from the provisions of the Fair Labor Standards Act as they relate to wages and hours, including overtime after a 40-hour week."

Apparently dissatisfied with the OEO measure of seasonality, the August, 1974 CETA regulations scrapped the OEO definition and substituted a new definition based on the proximity of place of employment to the worker's home. A seasonal worker became:

"A person employed in agriculture on a seasonal basis who (1) did all farmwork in the same county where she/he lived, (2) made a permanent move from one county to another during the year and performed farm wagework in both counties or (3) commuted daily across county or state lines to do farm wage work and returned home each nite".
(CFR 8/6/74, p. 28401)

With the new definition, CETA was attempting to define seasonal work with the same criteria used for defining migrancy, and to move away from criteria which described seasonal employment based on its exclusion from federal regulatory protections. However, during this year, CETA officials came under heavy pressure from DOL to bring CETA's seasonal definitions into conformity with the ETA definition which utilized a minimum and maximum days worked standard. Although there was substantial resistance from CETA officials, DOL succeeded in making the changes. So, in July, 1975, a seasonal farmworker became:

"a person who during the preceeding 12 months worked at least 25 days in farmwork and worked less than 150 consecutive days at any one establishment. Seasonal farmwork includes both migratory and non-migratory farmwork but does not include individuals who are full time students, or supervisors or other farmworkers."
(CFR 7/9/75, p. 28983)

As we have discussed earlier in this paper, the imposition of a minimum and maximum days worked standard has a devastating effects on the number of farmworkers included in the target population. This effect can be directly measured by comparing the data from two statistical services that use different days-worked requirements to measure seasonality. The ETA, which uses the same minimum and maximum days worked standard as CETA, has estimated the 1969 seasonal farmworker population at 780,000. On the other hand, the Census of Agriculture which uses a 1-150 days worked standard for seasonal farmwork, reported 5,125,000 farmworkers for that same year. Both services obtain establishment data, and both provide farmwork data that is not adjusted for duplication. The Agricultural Census estimate was 6 times higher than the ETA estimate. If we use data from these two statistical services as a basis for comparison we can conclude that the 1975 change in the CETA seasonal farmworker definition has the potential of excluding up to five-sixths of the target population included in the OEO III B programs.

A second restriction instituted in the 1975 CETA seasonal definition, excluded farmworkers who are full-time students from the target population. This restriction further contributes to the reduction of the target population. The Economic Research Service which obtains socio-economic farmworker household data has released a preliminary data sheet on the 1976 farmwork force indicating that students constitute 26% of the farm labor force. Although ERS did not indicate whether the students were full or part-time, we can conclude from this information that a maximum of 26% of the seasonal farm workforce also has the potential of being eliminated from the CETA target population.

Migrant Farmworker

Both OEO III B and CETA 303 programs require seasonality for migrant workers. OEO defined a migrant as:

"....a seasonal worker in agriculture or agriculturally related seasonal industry who finds jobs by moving each year to one or more work locations beyond normal commuting distance from a place he calls "home". Customarily he returns to his home when the crop season is over elsewhere. Even in this so-called "home" community, he may be disqualified for certain community benefits and services afforded other citizens because of his seasonal migration to other parts of the country. The migrant farmwork population includes family dependents, some or all of whom may move with the worker for at least part of the season and may also work in agriculture and related seasonal industry, as defined in Migrant Farm Workers and Families in the United States, U.S. H.E.W., Public Health Service".

OEO constructed a descriptive definition of a migrant farmworker, fusing elements of the migrant's lifestyle and occupational situation which placed him/her outside of the federal regulatory protections provided other labor groups within the U.S. economy. The definition encompassed social as well as labor characteristics - all designed to describe a target population that was not being served by current federal assistance efforts.

The 8/74 CETA regulations did away with the descriptive migrant definition and focused instead on the travel requirements for migrancy, maintaining only the seasonal work requirement from the former OEO definition. In 1974 a migrant worker became:

"a person who currently seeks or performs on a seasonal basis agricultural labor which requires travel such that the worker is unable to return to his or her domicile within the same day".
(CFR 8/6/74, p. 28401).

The definition permitted persons seeking or performing agricultural labor to be classified migratory. Travel requirements changed from travel "beyond normal commuting distance" to travel sufficiently far so that the migrant was "unable to return to his/her domicile within the same day."

By 1975, the migrant definition became:

"...a seasonal farmworker who performs or has performed during the preceding twelve months agricultural labor which requires travel such that the worker is unable to return to his/her domicile (accepted place of residence) within the same day."

This definition remained unchanged in the 1977 amendments.

Eligibility Requirements

The CETA programs retained some of the eligibility requirements set forth under the III B programs and reinterpreted and/or added some new requirements. Under the III B programs, a migrant and seasonal farmworker was eligible for assistance if she/he:

1. Earned at least 50% of their total income as agricultural employees.
2. Been employed on a seasonal basis and not by one employer for the entire calendar year.
3. Had incomes below the poverty level or
4. Been declared eligible for cash welfare payments.

The August, 1974 CETA regulations established eligibility as:

"Farmworkers and their dependents who have, during the 18 months preceding their application for enrollment (a) received at least 50% of their total earned income as agriculture workers during any consecutive 12 month period.
(b) been employed in agriculture on a seasonal basis (time spent employed in food processing establishments may be counted as agricultural-related employment for eligibility purposes) and
(c) been defined as economically disadvantaged.
(CFR 8/6/74, p. 28405)

The most important limitation imposed by CETA eligibility requirements is the so-called "settled-out" time period, establishing the maximum time limit permissible between last agricultural job and program application date. OEO programs allowed an 18 month settled-out eligibility period. However, the CETA regulations effectively reduced the settled-out time period from 18 months to six months, thereby eliminating 12 of the 18 months allowed in the III B programs. ^{13/}

^{13/} Until at least January of 1970 OEO Migrant Division did not publish time limitations. Several former OEO employees recall that the 18 months out of farmwork was a "rule of thumb" to be used in evaluating ongoing programs. But there was no published standard.

A second important change in CETA eligibility requirements stipulated that food processing work be considered "agriculturally related employment" for purposes of eligibility determination. When this regulation was issued in 1975 program administrators interpreted it to mean that food processing workers qualified for CETA program assistance. However, the 1977 CETA program guidelines declared that CETA never intended to qualify workers exclusively employed in food processing eligible for program assistance. 14/ The eligibility standard covering food processing worker was changed to:

"....Time spent and income earned by individuals while employed in food processing establishments shall be counted as agriculturally related employment for eligibility purposes provide that the person spends at least 50% of his/her employment time in farmwork or derives at least 50% of his/her income from farmwork." (CFR 1/7/77, p. 1656)

With this amendment, CETA instructs its programs to determine eligibility in cases involving food processing workers by the percent of time spent in food processing work rather than by percent of income earned. So, if a farmworker earned 60% of his income from food processing work but spent only 50% of his work time in food processing, she/he is eligible for program assistance. If, however, a farmworker spent 60% of his/her time and earned 40% of s/he income from food processing, s/he would not be eligible for program assistance.

Finally, when CETA issued its second set of 303 regulations in 1975, the amendments contained a new disclaimer for services to so-called illegal aliens:

"Citizenship shall not be used as a criterion to prevent permanent resident aliens from participating in a program to the extent consistent with applicable state or local law. However, no services shall be provided to illegal aliens." (CFR 7/9/75, p. 28989)

The language for participation by farmworkers who are not U.S. citizens toughened in the January, 1977 regulations:

"Programs participation shall be limited to nationals of the U.S. and aliens who have been accorded the privilege of residing in the United States as lawful permanent residents or otherwise legally available for work in the U.S." (CFR 1/7/77, p. 1665)

14/ See Amendments CFR 1/7/77, p. 1656.

SUMMARY

Since CETA assumed control of the IIIb programs in 1974, it has set into motion a process which has effectively reduced the numbers of farmworkers defined as seasonal and migrant by (1) reclassifying categories of agricultural labor activity formerly considered as "farmwork"; (2) narrowing the meaning of seasonality and migrancy by imposing an arbitrary number of days worked standard; (3) establishing eligibility standards which further restrict the farmworker population.

The effect of the "new think" on migrant and seasonal farmworkers has been an increasing disparity between the MSFW population identified by CETA officials on the one hand, and the MSFW population recognized by federal and private program providers.

In the absence of detailed statistical data on the composition of the farmworker population, it is difficult to estimate with any assurance the numbers of farmworkers eliminated as a result of the redefinition process. However, it is possible to estimate the reduction potential of several of the definitional changes.

There are several statistical services providing data on special farmworker populations. For example, ERS, and more recently, SRS provide estimates of the numbers of farmworkers who work: (a) less than 25 days (or casual labor) or (b) more than 150 days (regular labor). ERS also estimates the number of students represented in the agricultural labor force. The quantifiable categorical reductions in the farmworker population based on changes in the CETA farmworker definition are as follows:

<u>CETA Definitional Elimination</u>	<u>Number of Workers Eliminated</u>	
	<u>1975 ERS Data</u>	<u>1977 SRS Data</u>
"casual" labor (less than 25 days)	1,180,000	218,000
"regular" workers (more than 150 days)	583,000	565,800
Food Processing Workers (RA estimate)	200,000	200,000
	1,963,000	983,800

The ERS data indicates that nearly 2 million farmworkers were potentially eliminated from the seasonal farmworker population by changes in the CETA definition that took place between 1974-77.

In 1975 ERS identified 875,000 seasonal workers and 188,000 migrant workers. By adding these two farmworker population to the estimated number of seasonal farmworkers eliminated by recent CETA definitional changes, there is a potential CETA migrant and seasonal farmworker target population of 3,026,000 workers.

The ERS estimates differ substantially from the newly developed SRS seasonal farmworker counted released on May 26, 1977 and presented in Table C of this report. SRS estimated the seasonal workforce at 255,400 workers. Adding this total to the SRS estimates of casual and year round workers, we produce an estimated potential CETA target population of 1,239,200 workers.^{15/}

^{15/} Although SRS is now providing seasonal farmworker population estimates, CETA continues to use the SRS total farmworker population estimates as a basis for allocating its state appropriations. The most recently announced state entitlements are published in the July 8, 1977 Congressional Federal Register.

MIGRANT EDUCATION

The Migrant Education Program (M.E.), administered by the Office of Education, Division of Education for the Disadvantaged, receives the largest single federal appropriation for farmworker programs. Its funding level has increased from \$9 million in FY 66 to \$97 million in FY 76. The program was created under Title I of the 1965 Elementary and Secondary Education Act, amended in 1966 to provide a special set aside of:

"grant assistance for establishing or improving programs for migrant children of migrant agricultural workers, aged 5-17" 16/

Initially, eligibility was limited to children who had migrated with their parents in search of agricultural work during the previous year. However, in 1967, children of migrant parents who had settled out of the migrant stream within five (5) years of application were added to the target population. 17/ And by 1972, children of migrant workers between the ages of 0-4 were declared eligible for migrant education programs. 18/ Finally, in 1974 the law was extended to cover children of migrant fisherman. 19/

Unlike the CETA programs which developed complicated federal regulations outlining the farmworker target population, Migrant Education has operated for the past eleven (11) years without formal regulations detailing eligibility criteria or defining the target population. Limited explanations of migrancy and eligibility were set forth, from time to time, in administrative memoranda or in program guides. However, with the passage of the 1974 amendments to Title I, all M.E. program guides became obsolete. Since 1974, the Migrant Education Programs have been preparing final program regulations which were approved by Congress in the summer of 1977.

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- 16/ P.L. 89-750 STAT. 1191, 1966
17/ 20 U.S.C. 241c-2 (a) (3), as amended
18/ 20 U.S.C. 241-2 (a) (1) (D), as amended
19/ P.L. 93-380 88 STAT 484, 1974

The proposed final regulations provide detailed explanations of terminology used in current eligibility definitions. For the first time, M.E. explicates "agricultural activity" so that eligibility is not limited to activities carried out on farms and ranches.

Agricultural activity means:

- (a) any activity related to crop production (including preparing soil and storing, curing, canning or freezing of crops);
- (b) any activity related to the production and processing of milk, poultry, and livestock (for human consumption); and .
- (c) any operation involved in forest nurseries and fish farms. The term does not include 20/ cutting, transporting and sawing of timber.

Secondly, the new regulations define "fishing activity" to include workers who catch or process fish:

Fishing activity means any activity directly related to the catching and processing of fish and shellfish either for initial distribution through commercial market channels or as a primary means of personal subsistence. 21/

In addition, the new regulations provide a change in the former measure of 'migration', amending "travel across school district lines" to "travel across school district administrative areas," thereby allowing children who migrate in states which have one state-wide school district to be eligible for M.E. programs.

Currently migratory child means a child (1) whose parent or guardian is a migratory agricultural worker or migratory fisherman; and (2) who has within the past twelve months moved from one school district into another (or, in a State comprising a single school district has moved from one school administrative area into another) in order to enable the child, the child's guardian, family to obtain temporary or seasonal employment in an agricultural or fishing activity. 22/

20/ 20 U. S.C. 241c-2

21/ 20 U.S.C. 241c-2

22/ 20 U.S.C. 241c-2

For the purposes of the definition, migratory agricultural workers or fisherman shall mean persons either employed or seeking employment:

"...a person who has, within the past twelve months, moved from one school district to another (or, in a State that comprises a single school district, from one school administrative area to another) in order to enable the person to obtain temporary or seasonal employment in an (agricultural or fishing) activity."

Who is Excluded?

Under the new guidelines, children who travel across school district lines to perform agricultural or fishing activity without their parents or guardian are excluded from eligibility. This means that children who travel with crew leaders are not eligible to participate in migrant education programs. Secondly, children who migrate in states such as Mississippi and New Mexico that contain unusually large school district areas are not considered "Migrants" even though they travel long distances with their parents to obtain agricultural or fishing employment.

In addition to meeting the aforementioned eligibility requirements, migrant parents are required to submit written documentation of their eligibility status as migrant workers. Necessary detail and proof of migrancy vary from state to state. What this in fact means is that each state is able to set its own separate requirements for migrancy.

Estimates of the Target Population

Up until 1973, M.E. based its estimates of the migrant school age population on farmworker data supplied by the Department of Labor. The DOL formula estimated that there were .75 school-aged dependents for each migrant worker. However, the methodology and the data produced were highly questionable and so Migrant Education undertook to generate its own target population data. In 1972, following 30 months of negotiation with the States, and an annual cost of \$2.1 million dollars, M.E. set up the National Migrant Student Record Transfer System (MSRTS) that provides a central computer data bank that contains the academic, health and special needs record of all children enrolled in the migrant education programs. Currently, the records of over 483,000 children of migrant agricultural workers and fishermen are contained within MSRTS. However, M.E. estimates that there are 735,000 migrant worker dependents between the ages of 5-21. There is no estimate of the numbers of children of migrant fishermen. Therefore, the system currently contains no more than 60% of the total estimated target population.

Besides providing data on the children served in the program, the Migrant Student Record Transfer System is also used as the basis for allocating state program funding. All states, including Alaska, Hawaii and the U.S. territories are eligible for a set aside based on the number of full time equivalent days migrant children were enrolled in the state's migrant program. The Full-Time Equivalency Factor is computed by adding up the total number of days each child was enrolled in state migrant programs and dividing the total by 365 days. Table K provides the Full-Time Equivalency factors for each state for Migrant Year (MY) 1976. Funding is set aside based on each state's proportion of the National Full-Time Equivalency factor. It should be pointed out that although funding is available to each state for M.E. programs, only those states that apply for funding receive the set aside. Currently, all but two (2) states (Rhode Island and New Hampshire) operate Migrant Education Programs.

Table K indicates that Texas contained 29% of the FTE days, California 20%, Florida 10%, Washington 3% and North Carolina 3%. Altogether the five states account for 65% of the FTE days for migrant education programs and therefore receive 65% of the Migrant Education Funds.

TABLE K
MIGRANT EDUCATION

FULL-TIME EQUIVALENCY CALCULATION
FOR FUNDING ALLOCATION MY 76

SOURCE: MIGRANT STUDENT RECORD TRANSFER SYSTEM			
STATE	FULL-TIME EQUIVALENCY	STATE	FULL-TIME EQUIVALENCY
Alabama	1331.27	Arizona	7499.90
Arkansas	5941.83	California	60550.89
Colorado	3621.13	Connecticut	1639.32
Delaware	478.79	Florida	29863.30
Georgia	2978.41	Idaho	5278.49
Illinois	1664.41	Indiana	2176.46
Iowa	234.59	Kansas	1466.53
Kentucky	5796.30	Louisiana	2617.80
Maine	3791.73	Maryland	509.02
Massachusetts	2599.68	Michigan	7434.75
Minnesota	1890.02	Mississippi	4936.92
Missouri	2774.29	Montana	517.80
Nebraska	548.98	Nevada	458.84
New Jersey	1842.76	New Mexico	4156.18
New York	4934.96	N. Carolina	7711.65
North Dakota	869.60	Ohio	3138.62
Oklahoma	2142.30	Oregon	4823.62
Pennsylvania	2343.37	S. Carolina	682.72
South Dakota	52.50	Tennessee	556.18
Texas	87307.71	Utah	462.02
Vermont	158.95	Virginia	825.39
Washington	9797.24	W. Virginia	275.96
Wisconsin	1529.24	Wyoming	435.95

INDIAN AND MIGRANT HEADSTART

Indian and Migrant Headstart is an outgrowth of the Headstart program established by Title II of the Economic Opportunity Act in 1964. Under OEO Headstart programs, children of all types of farmworkers were eligible for assistance. However, in 1970 Headstart programs were transferred to H.E.W. where a new program for Indian and Migrant children was set up in the Office of Child Development. Migrant Headstart does, in some cases, serve children of seasonal or settled out farmworkers, but only if additional space is available after the needs of migrant children are met.

Program officials estimate that there are as many as 350,000 pre-school age children in the total target population. Indian & Migrant Headstart received only \$6 million in FY76 and served 8,000 or 2% of the estimated target population, providing an average of \$250 per child served.

The program uses the migrant and seasonal farmworker definition developed by the Economic Research Service of the U.S. Department of Agriculture. (See Part I of this paper for a discussion of this definition.)

SECTION 514/516 FARM LABOR HOUSING

Title V, Section 514 of the 1949 Housing Act established the federally insured loan program for domestic farm labor housing (LH). In 1964, additional farm labor housing assistance was provided by the Section 516 amendment which authorized grants to cover up to 90% of the total development costs of farm labor housing sponsored by public bodies or non-profit corporations.

Prior to initiation of the grant program, most of the funds for farm labor housing, (514 loans), went to individual growers or growers associations for the development of multi-family housing for farmworkers, most of whom were migrants.

The grant program has shifted the majority of loan and grant funds to public bodies. With this has come a corresponding change in the character of the occupant. In many instances, those living in farm labor housing are seasonal workers who are permanent residents of the area.

Both sections 514/516 use the same definition of "domestic farm labor". Up until 1975, the definition read:

The term "domestic farm labor" means persons who receive a substantial portion (as determined by the Secretary) of their income as laborers on farms situated in the United States and either (A) are citizens of the United States or (B) reside in the United States after being legally admitted for permanent residence herein. 23/

In 1975, 514/516 regulations revised the definition of domestic farm labor by extending eligibility to: (1) workers in fish and oyster farms and (2) farmworkers involved in processing work, done directly on the farm.

Domestic farm labor means persons who receive a substantial portion of their income as laborers on farms in the United States and either: Are citizens of the United States, or: reside in the United States after being legally admitted for permanent residence and may include families of such persons. Laborers on farms may include laborers engaged in handling agricultural commodities while they are in the unprocessed stage, provided title to the commodity is held by the producer and the place of employment, such as a packing shed, is on or near the farm where the commodity is produced. Laborers on "fish farms" and "oyster farms" as such farms are considered "domestic farm laborers". 24/

Between 1964 and 1976, 514/516 programs have produced over 15,000 units of housing for farmworkers. Although the program does not provide an official estimate of the target population, program administrators estimate the population in excess of 3,000,000 workers and dependents. 25/

23/ 1949 Housing Act, as amended through August 22, 1974

24/ CFR 1822.202, p. 240

25/ Estimate provided by George Aldea, Farmers Home Administration

MIGRANT HEALTH

Special health services to migratory agricultural workers were provided in 1962 by P.L. 87-692 which added Section 310 to the Public Health Service Act authorizing special public health services to migrant workers.

Since 1962, both the scope of services and the appropriations level of the migrant health program have broadened significantly. A series of amendments increased federal appropriations to migrant health programs from \$750,000 in FY 63 to \$30,000,000 in FY 76. Additional amendments have broadened the scope of services to migrant workers, focusing assistance within comprehensive migrant health care centers to coordinate health care delivery systems to the farmworkers.

Legislative changes have also expanded the eligible farmworker population. In 1970, P.L. 91-209 extended the coverage of migrant health services to cover seasonal farmworkers:

The Secretary may also use funds appropriated under this section to provide health care services to persons (and their families) who perform seasonal agricultural services similar to the services performed by domestic agricultural migrant workers if the Secretary finds that the provision of health care under this sentence will contribute to the improvement of health conditions of such migrant workers and their families.

Currently the Migrant Health Program is operated by the Health Services Administration under authorization of the 1975 Health Revenue Sharing Act (P.L. 94-63). Public Law 94-63 authorized the Secretary of H.E.W. to develop health centers in "high impact areas" providing a system of primary and supplemental health care services to migrant and seasonal farmworker.

And for the first time, Migrant Health programs were given detailed explanations and definitions of terms:

The term "agriculture" means farming in all its branches, including:

- (A) cultivation and tillage of the soil,
- (B) the production, cultivation, growing, and harvesting of any commodity grown on, in or as an adjunct to or part of a commodity grown in or on, the land, and
- (C) any practice (including preparation and processing for market and delivery to storage or to market or to carriers for transportation to market) performed by a farmer or on a farm incident to or in conjunction with an activity described in sub-paragraph (B). (emphasis mine)

The term migratory agricultural worker means an individual whose principal employment is in agriculture on a seasonal basis, who has been so employed within the last twenty-four months, and who establishes for the purposes of such employment a temporary abode. (emphasis mine)

The terms seasonal agricultural worker means an individual whose principal employment is in agriculture on a seasonal basis and who is not a migratory agricultural worker.

P.L. 94-63 does not provide a measure of seasonality, nor does it indicate whether the two years settled provision applies equally to seasonal as well as migrant farmworkers.

Target Population Estimates

P.L. 94-63 directs H.E.W. to assign priority to the development of migrant health centers in areas of "high impact", i.e. health service areas where 6,000 migrant and seasonal farmworkers reside for at least two months in the calendar year. In order to determine the location of the high impact areas, the Migrant Health program has attempted one of the most extensive federal efforts to provide estimates of the target population on a county-by-county basis.

In May of 1975 the Health Services Administration released its detailed migrant and seasonal farmworker enumeration entitled,

1973 Migrant Health Program Target Population Estimates. The Health population estimates were produced by factoring baseline farmworker data contained within the ETA "In-Season Farm Labor Report" to obtain estimates of (1) the migrant and seasonal labor force and (2) the dependent population. Labor force data from ETA was adjusted to account for duplicate counting and labor turnover. The dependent population was determined by factoring the adjusted labor force data by state and local estimates of the average farmworker family size and the number of workers per family. The report presents data summarized by "high impact" counties, states and regions.

Table k presents the national, regional and state breakdown of the migrant and seasonal (non-migrant) farmworker populations. The 1973 adjusted population estimate for migrant workers and dependents is 653,000 while the seasonal worker and dependent total is 2,007,000. Unfortunately, the Migrant Health report does not provide a separate count of workers and dependents, since the program is designed to serve both populations. However the data study is unique when compared to other federal farmworker programs in that it produces target population estimates using data collected from its own field programs in conjunction with data produced by the Education and Training Administration of the Department of Labor.

Migrant Health uses the data as a basis for budgeting and planning future program assistance. Migrant health will also use the data to determine whether health programs are located in areas of greatest need. Currently, however, the funding takes place on an individual project-by-project basis.

TABLE K

ANNEX A

SEASONAL AGRICULTURAL WORKERS AND DEPENDENTS, 1973

53a

Region and State	Migrant Peak Month	Duration of Season	Sum of County Peak Data			Adjusted Total Population Data		
			(a) Total	Migrant	Nonmigrant	(a) Total	Migrant	Nonmigrant
REGION I			42,300	8,443	33,857	52,469	8,443	44,026
Connecticut	August	April-Nov.	18,168	3,779	12,989	22,064	3,179	18,885
Maine	June	June	6,824	113	6,711	6,837	113	6,724
Massachusetts	July	May-Dec.	16,241	2,884	13,357	20,261	2,884	17,377
New Hampshire	July	June-Nov.	909	109	800	1,149	109	1,040
Rhode Island			158	138	-	158	138	-
REGION II			284,349	84,299	200,070	279,782	71,811	207,971
New Jersey	August	May-Oct.	28,914	16,719	12,195	26,999	11,146	15,853
New York	September	May-Nov.	34,890	20,743	14,145	32,218	13,810	18,388
Puerto Rico	-	Jan.-Dec.	220,565	46,835	173,730	220,565	46,835	173,730
REGION III			65,824	28,388	37,436	67,827	19,161	48,666
Delaware	August	April-Oct.	11,906	8,156	3,750	10,312	3,437	6,875
Maryland	August	May-Nov.	12,204	6,844	5,360	11,531	4,561	6,968
Pennsylvania	September	Jan.-Dec.	17,345	6,038	11,307	18,984	4,025	14,959
Virginia	July	May-Nov.	20,998	6,643	14,355	23,090	4,429	18,661
West Virginia	October	Sept.-Nov.	3,171	707	2,464	3,910	707	3,203
REGION IV			623,385	158,716	464,669	609,080	91,212	517,868
Alabama	July	May-Nov.	3,445	1,890	1,553	3,908	1,390	2,518
Florida	March	Jan.-Dec.	273,790	137,610	136,180	253,484	76,450	177,034
Kentucky	June	June-Nov.	1,322	186	1,136	1,662	186	1,476
North Carolina	August	Jan.-Dec.	297,355	9,135	288,200	294,303	6,177	288,126
South Carolina	July	June-Oct.	47,675	9,875	37,800	55,723	6,534	49,189
REGION V			262,932	208,624	54,308	210,722	139,083	71,639
Illinois	June	May-Oct.	42,582	36,370	6,212	32,322	24,247	8,075
Indiana	September	April-Oct.	12,825	11,425	1,400	10,478	7,617	2,861
Michigan	August	April-Nov.	105,207	77,664	27,543	87,580	51,774	35,806
Minnesota	June	May-Nov.	41,903	37,789	4,114	30,541	23,193	7,348
Ohio	September	May-Oct.	39,707	29,150	10,557	33,137	19,433	13,704
Wisconsin	August	May-Oct.	20,708	16,226	4,482	16,644	10,817	5,827
REGION VI			429,210	309,278	119,933	329,173	182,361	146,812
Arkansas	June	May-August	9,408	5,275	4,134	10,548	3,274	7,274
Louisiana	January	March-Dec.	18,638	8,984	9,654	21,534	8,984	12,550
New Mexico	June	March-Nov.	8,799	6,519	2,280	9,483	4,319	5,164
Oklahoma	June	Jan.-Dec.	23,587	11,783	11,804	23,198	7,855	15,343
Texas	July	Jan.-Dec.	368,778	276,717	92,061	264,410	153,731	110,679
REGION VII			45,962	15,639	30,323	49,845	10,425	39,420
Iowa	June/July	May-Nov.	10,754	2,117	8,637	12,639	1,411	11,228
Kansas	July	April-Nov.	11,478	6,890	4,588	10,557	4,593	5,964
Missouri	September	July-Oct.	17,446	1,781	15,665	21,352	1,187	20,165
Nebraska	June	June-August	6,284	4,851	1,433	5,097	3,234	1,863
Region VIII			101,149	45,682	55,467	102,563	30,455	72,108
Colorado	June	April-Nov.	55,782	17,088	38,694	61,694	11,392	50,302
Montana	July	Jan.-Dec.	9,496	6,100	3,396	8,482	4,067	4,415
North Dakota	June	June-Oct.	11,609	8,579	3,030	9,658	5,719	3,939
Utah	July	May-Nov.	10,660	6,565	4,095	9,701	4,377	5,324
Wyoming	June	May-August	13,602	7,350	6,252	13,028	4,900	8,128
REGION IX			593,961	158,512	435,449	653,930	87,946	566,084
Arizona	November	Jan.-Dec.	52,439	8,692	43,747	61,484	4,613	56,871
California	September	Jan.-Dec.	541,522	149,820	391,702	592,446	83,333	509,113
REGION X			314,264	89,280	224,984	352,000	59,520	292,480
Idaho	July	March-Nov.	40,556	21,693	18,863	38,984	14,462	24,522
Oregon	June	Jan.-Dec.	127,656	25,124	102,532	130,041	16,749	113,292
Washington	October	Jan.-Dec.	146,052	42,463	103,589	162,975	28,309	134,666
National Totals			2,763,356	1,206,860	1,556,496	2,640,556	693,462	1,947,094

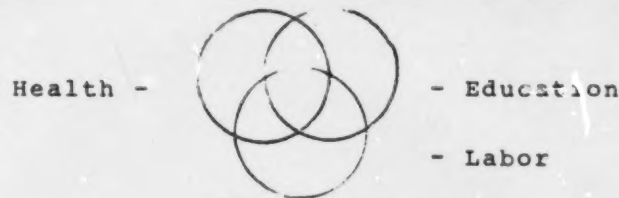
1/ The 46,835 migrants who left Puerto Rico during the year to come to the mainland are excluded from the adjusted national estimate since they have already been counted on the mainland in the States where they are employed.

SUMMARY

Variations In Definitions & Eligibility Criteria

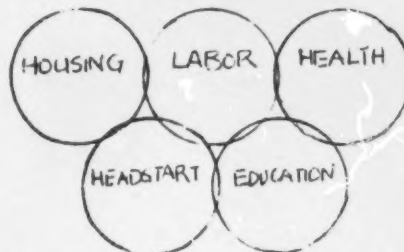
It is extremely difficult to summarize the widely divergent approaches to the identification of the farmworker target populations adopted through the years by the federal farmworker programs. What can be said with certainty is that no two programs agree on how to define farmwork or on service eligibility requirements. A recently published H.E.W. study on Region III farmworker programs represented the divergent farmworker definitions using a Venn diagram as follows: 26/

Diagram I



The H.E.W. study diagram depicts the federal agencies with programs having three separate functions with fairly large areas of overlap or agreement on definitional terms. However, after reviewing the varied components contained within legal definitions and eligibility requirements, we suggest (using the Venn technique); that the situation is more accurately represented by this diagram:

Diagram II



26/ H.E.W. Office of Regional Director, Migrant & Seasonal Farm-Workers in Region III, A Status Report on Human Service Problems. Parrish, Woodbury & Alexander, April 22, 1977, p. 13

The diagram indicates a nearly congruous relationship between program definitions and eligibility requirements, with minimal areas of agreement (overlap) and wide areas of divergence.

For example, four of the five programs list migrant workers as constituting a major constituency for their programs. All agree that migrant workers are travelers, but none of the programs agree on measures of travel. Migrant Education uses "travel across school districts" while CETA measures travel as "too far to return home that night". Migrant Health requires travel sufficiently far away to "establish temporary housing" while Migrant Headstart requires travel "across county lines" in addition to "not returning home that night".

There is virtually no agreement on what constitutes agricultural labor. Although there seems to be general agreement that a farmworker should be involved in "agricultural work," beyond this point, agreement ends. Disagreement on such matters as whether food processors should be included in the target population and if so, who should own the processing plant, or how much time should a farmworker be permitted to work in processing and still be declared eligible, are among the many questions on that subject alone. Or, should workers in forestries, fisheries, landscape services, or farmworkers on fur bearing animal farms be counted as farmworkers? These questions have not been resolved among the programs.

A third area of disagreement comes on the measure of "seasonal" work. CETA and Migrant Headstart measure seasonality by the number of days worked, while Migrant Education, Health and Farm Labor housing programs do not.

Questions about the measure of the farmworker's income are a consistent point of disagreement. What proportion of a farmworker's income should be derived from farmwork? Should program eligibility be restricted to farmworker whose incomes are below poverty? Should farmworker programs be available to the formerly seasonal worker?^{27/} If, so how long ago must farmwork have been performed, or, what should be the "settled-out" time limit? 18 months? Two years? Five years?

^{27/} The migrant and seasonal worker's participation in the farm fluid - workers move in and out of the agricultural industry so tht the "settled out" time factor is crucial in defining program eligibility.

TABLE 1

Eligibility Requirements for Federal Migrant and Seasonal Farmworker Programs

	FARM LABOR HOUSING	MIGRANT HEALTH	MIGRANT EDUCATION	MIGRANT HEADSTART	CETA
% Income Earned from Farmwork	"A Substantial Portion"	NONE	NONE	NONE	50%
Amount of Income	NONE	NONE	Below Poverty	Below Poverty	Below Poverty
Citizenship Limits	U.S. Citizens	NONE	NONE	NONE	U.S. Citizens Permanent Resident ONLY
Service Eligibility	Domestic Farm Laborers & Dependents	Migrant & Seasonal Farmworkers & Dependents	Dependents of Migrant & Seasonal Agricultural workers & fishermen	Dependents of Migrant & Seasonal Workers	Migrant & Seasonal workers & Dependents
# Of Days Spent in Farmwork	A Substantial Portion of Time	NONE	NONE	25-149 Days	25-150 Consecutive With One Employer
Migrant Measurement	NONE	Must Establish Temporary Housing	Must Cross School Administrative Districts	Must Cross County Line & Not Return Home	Must Travel Too Far To Return Home That Night
Settled Out Time "Limit"	NONE	2 Years	5 Years	NONE	6 Months

Program eligibility requirements based on legal status are unclear. Should programs serve U.S. citizens and permanent residents only, or should all farmworkers be eligible for program assistance?

Program Variations in the Estimate of the Target Population

Presently only two farmworker programs, CETA 303 and Migrant Health, provide any systematically collected statistical estimates of their target populations. However, neither of the two programs base their estimates on data generated exclusively from their programs. Instead, both programs base their estimate on data provided by one of the federal statistical services described in Part I of this report.

CETA's estimates are obtained directly from the Statistical Reporting Service (SRS) of the U.S. Department of Agriculture. SRS supplies annual establishment data on the number of employed farmworkers to CETA at an annual cost of \$700,000. (See Tables H, I, and J for SRS data). CETA uses unadjusted SRS estimates of the total farmworker population as the basis for distributing state funding for migrant and seasonal farmworker programs.

Migrant Health target population data is supplied by the Employment and Training Administration of the U.S. Department of Labor. Migrant Health bases its county and state population projections on ETA data adjusted by additional data supplied from state and county health programs and from Census of Population estimates.

In both cases, the definition, agricultural work categories and measures of program eligibility criteria used by the two statistical services differ markedly from definitions and eligibility standards set by these program providers. Therefore the data used by CETA and Migrant Health to distribute funds or to select program target areas are not representative of the populations for which the programs are intended.

Secondly, the identification of the target populations by federal farmworker programs has proceeded in two directions. In the main, federal programs have attempted to broaden their original legislative mandates to include a larger segments of the farmworker population. The Migrant Health program, once designed exclusively for migrant workers, now serves settled-out farmworkers. Migrant Education, initially mandated to service children of currently migratory agricultural workers, now

extends services to children of settled out migrant workers and to children of migrant fishermen. Farm Labor Housing, originally mandated to serve only agricultural laborers, now serves fishery laborers as well.

On the other hand, the CETA 303 programs have proceeded in the opposite direction. Through a process of redefinition, CETA has successfully scaled down its target population until now only a fraction of the farmworker population eligible for service under the OEO IIIB programs are eligible for CETA assistance.

Herein lies the dilemma; programs which have broadened their target populations have no systematic estimates of the changes of the size of their populations to support their contention that the needs of farmworkers are greater today than when the programs originated. The only current data available on the farmworker population is produced by statistical services that use the narrow definitions of migrant and seasonal worker based on number of days worked. Consequently the available statistical data provides a diminution of the farmworker population and is non-representative of the target populations defined by the majority of farmworker programs.

PART III

ESTIMATES OF THE MIGRANT AND SEASONAL
FARMWORKER POPULATION

BY
RURAL AMERICA

Parts I and II of this paper have presented a descriptive analysis of the current sources of federal statistical information available on the national farmworker population. The paper has outlined basic problems associated with providing farmworker population data circumscribed by a variety of conflicting definitions and eligibility criteria which have placed arbitrary and restrictive parameters on the farmworker population. The most serious effect of the statistical chaos on the farmworker has been the gross understatement of the extent and scope of need existing among the nation's agricultural laborers.

RURAL AMERICA, in its capacity of as a farmworker program provider, is continually faced with the dilemma of quoting official data which seriously distorts the extent of need existing within the farmworker population. Part III of this paper will attempt to bridge the statistical gap between what we believe to be the federal undercount of the farmworker population and the actual population that depends on farmwork as a means of income. The task at hand is complicated by the fact that in the absence of accurate data on farmworkers we must use what we consider to be basically inaccurate and distorted data to derive our estimates. The model RA uses in this report is an adaptation of the Migrant Health model that adjusted baseline data provided by the Employment and Training Administration's "In Season Farm Labor Report", which, until May of this year, was the only annual estimate of the migrant and seasonal farmworker population on a state-by-state basis.

ETA Data Limitations

There are several limitations to the ETA data which must be corrected to obtain accurate estimates of the migrant and seasonal farmworker population.

The report does not provide a count of farmworkers, it produces a monthly inventory of jobs that were filled by workers. Unhired farmworkers looking for work, (i.e. unemployed), are not counted. The ETA does not collect data in areas where fewer than 500 agricultural workers are employed during the year. Nor does the ETA report contain estimates of the migrant and seasonal farmworkers (MSFW) who work as food processors. Data supplied by ETA contains some duplicate counting, (counting the same worker more than once) because workers may work for more than one farmer during the peak employment month and therefore be counted twice also ERS estimates do not allow for the possibility of job turnover (more than one worker filling the same job) during the reporting month. Finally, the ETA data does not provide an estimate of the MSFW dependent population.

The Migrant Health Model

In its target population estimate published in May, 1975, entitled, "1973 Migrant Health Program Target Population Estimates", the Division of Monitoring and Analysis of the Health Service Administration designed a formula to estimate the population of migrant and seasonal farmworkers and dependents on a state and county basis. Essentially the Migrant Health estimates were produced by factoring the ETA data so that the estimates would reflect the labor turnover for seasonal workers and the overcount of the migrant population. Secondly, DMA developed a series of ratios computed from the 1970 Census of Population and state health department data that estimated farmworker family size and the number of workers per family. With this information they were able to project the size of the dependent population.^{28/} The Migrant Health study presented a combined total of farmworkers and their dependents. It did not separate the labor force population estimate from the dependent estimate. Further, it did not provide an estimate of the number of families that made up the farmworker population, or the number of single persons present in the migrant and seasonal farmworker labor force.

RURAL AMERICA determined that its farmworker housing program needed data which described the size and composition of the farm labor household, in addition to providing an estimate of the farmworker and dependent population. Therefore, RA refined the Migrant Health formula so that MSFW household data could be projected from the ETA baseline data.

RURAL AMERICA Model

The RURAL AMERICA estimates are based on a series of statistical factors which (1) refine the ETA migrant and seasonal farmworker population estimates; (2) use these refined population totals to estimate the size of the farmworker dependent population and the corresponding household size and number on a state by state basis. Two separate series of factors were developed for estimating the seasonal farmworker population and the migrant farmworker population. The step-by-step factoring process used to obtain migrant and seasonal farmworker population estimates is outlined below. Table P provides the state seasonal farmworker estimates and Table Q provides the migrant worker estimates.

^{28/} For a detailed description of the Migrant Health Model, see DMA, "1973 Estimates of Migrant & Local Seasonal Farmworker Populations by Country. Crop Reporting Area & State, Feb. 1975

Seasonal Farmworker and Dependents Population Estimates

Column 1. The base population data for seasonal farmworkers was obtained by taking the peak month employment levels for seasonal workers in each state from the 1976 "In-Season Farm Labor Force" reporter.

Column 2. The peak employment level was adjusted to allow for the possibility of labor turnover during the one-month period. The Migrant Health Target Population Study estimated that approximately one-third of the jobs levels reported in the ETA data would be filled by more than one worker during that month. Therefore, the peak level was multiplied by a factor of 1.3 to adjust for probable labor turnover. The adjusted total is the count of jobs filled by workers meeting the DOL definition.

Column 3. Farmworkers were assigned to households based on 1975 data provided by the Economic Research Service, Hired Farm Working Force Survey, which estimated that 1.3 workers were present in each seasonal farmworker household.

Column 4. In order to separate the single farmworkers from the family farmworkers, RA obtained a ratio of single person households to family based on 1970 Census of Population data for rural families in each state. The ratio is expressed as the percentage of households of unrelated individuals.^{29/}

Column 5. The number of family households is obtained by subtracting the number of unrelated individual households from total households for each state.

Average family size is computed by utilizing 1970 Census of Population data on the average family size for rural families living below the poverty level. (It is assumed that farmworker incomes are below poverty level.)

Column 6. The dependent population estimates were obtained by:

- (a) multiplying average family size by the number of family households to get a count of persons who were workers and dependents;
- (b) separating the workers from the dependents by subtracting from the total worker population (Col.2),

^{29/} It is assumed that each single farmworker constitutes a separate household. This assumption does not allow for the possibility of two or more single workers living within one household.

the estimate of the single worker households (Col.3), the remainder was the worker with family count. The worker count was then subtracted from the worker and dependent count to obtain the dependent count (Col. 6).

Migrant Farmworker and Dependent Population Estimates
(Table Q)

The estimate of the migrant farmworker population was based on two adjustments to the peak month employment levels for each state. As in the seasonal farmworker estimates, migrant worker jobs were subject to labor turnover. The Migrant Health Study suggested that the turnover rate was approximately 1.25. However, unlike the seasonal work force, the migrant work force was further adjusted to allow for the possibility of a duplicate count (the same migrant work being counted more than once). RA estimated that approximately 25% of the migrant labor force reported in any one state's peak month would be duplicated in the peak season totals of another state. Column three presents the adjusted migrant population totals.

Migrant farmworkers were assigned to households based on the 1975 ERS "Hired Farm Working Force" estimate of 1.4 migrant farmworker per household.

Summary of Findings

Based on the currently available data, RA estimates an employed migrant and seasonal farmworker and dependents population total of 3.8 million people. Table M provides a compositional breakdown of the population:

TABLE M

1976

U.S. SUMMARY

Employed Migrant & Seasonal
Farmworkers & Dependents

Total Workers	1,251,934
Seasonal	1,016,911
Migrant	235,023
Total Households	950,825
Seasonal	782,567
Migrant	168,258

Total Single Workers	161,775
Seasonal	131,701
Migrant	30,074
Total Families	789,050
Seasonal	650,866
Migrant	138,184
Total Dependent	2,547,408
Seasonal	2,133,533
Migrant	413,875
Total Workers and Dependents	3,799,342
Seasonal	3,150,444
Migrant	648,898

Earlier in the paper, we pointed out that ETA data does not include several important data items in its count of farmworkers. In this section, RA will provide additional estimates of these omitted farmworkers and include them in our total estimates of farmworker population.

(1) Unemployed Farm Laborers are not included in ETA estimates. Since unemployment among farmworkers is among the highest in the nation, we sought to provide an estimate of this often uncounted group. The Bureau of Labor Statistics in an unpublished survey based on the Current Population Survey (CPS) data. Since peak month employment occurred most frequently in July, we obtained a July agricultural wage and salary workers seasonally adjusted unemployment rate of 11.8%. Apply that rate to our earlier estimate of 1.25 million, RA 147,728 unemployed MSFWs for migrant and seasonal workers for 1976. Using the worker the worker/dependent ratio in Table M, RA projects 300,375 dependents of unemployed MSFWs. The combined unemployed worker and dependent population for 1976 equals 448,303.

(2) Food Processing Workers: Nearly all the federal farmworker programs include a portion or all of the food processing workers in their target populations. The Employment and Training Administration's ESARS management information system counted 200,000 persons working in food processing for 1976. The dependent population for food processing workers is set at 408,000, using the ratio established by the national farmworker/dependent ratio reported in Table N. The combined food processing worker and dependent population is 608,000.

Table N presents a summary of the number of workers and dependent of Employed and Unemployed MSFWs and food processors.

TABLE N

U.S. TOTALS

Migrant & Seasonal Farmworkers & Dependents

Employed MSFW's	
Workers	1,251,934
Dependents	<u>2,547,408</u>
	3,799,342
Unemployed MSFW's	
Workers	147,728
Dependents	<u>300,575</u>
	448,303
Food Processors	
Workers	200,000
Dependents	<u>408,000</u>
	608,000
Sub-Total	
Workers	1,599,662
Dependents	<u>3,255,983</u>
1976 U. S. Total	
Migrant & Seasonal	
Workers and Dependents	<u>4,855,645</u>
(Includes food processors)	

For 1976, RURAL AMERICA estimates a total of 4,855,645 Migrant and Seasonal farmworkers and dependents that meet the DOL definition. This total compares as follows to estimates provided by programs or statistical services.

TABLE O

National Totals
Migrant & Seasonal Farmworker Population

Source		Workers	Dependents	Workers and Dependents
(1976)	RURAL AMERICA	1,599,662	3,255,983	4,855,645
(1976)	SRS (also CETA)	255,400		
(1975)	ETA	727,922		
(1975)	ERS	1,063,000		
(1973)	Migrant Health			2,660,556
(1976)	Migrant Education		(school age) 735,000	

Table 0
STATE TOTALS OF MIGRANT AND SEASONAL FARMWORKERS AND DEPENDENTS
1976

State	Total Migrant Workers and Dependents	Total Seasonal Workers and Dependents	Total Migrant and Seasonal Workers and Dependents
Alabama	4,185	21,811	25,996
Arizona	11,353	66,487	77,840
Arkansas	304	7,317	7,621
California	156,496	530,501	686,997
Colorado	11,692	11,881	23,573
Connecticut	4,336	24,987	29,323
Delaware	3,294	7,875	11,169
Florida	45,298	213,831	259,129
Georgia	27,436	136,991	164,427
Idaho	11,820	41,154	52,974
Illinois	4,648	3,481	8,129
Indiana	20,795	35,519	56,314
Iowa	1,113	73,978	75,091
Kansas	11,739	44,936	56,675
Kentucky	618	80,215	80,833
Louisiana	176	15,249	15,425

Table O
STATE TOTALS OF MIGRANT AND SEASONAL FARMWORKERS AND DEPENDENTS
1976

State	Total Migrant Workers and Dependents	Total Seasonal Workers and Dependents	Total Migrant and Seasonal Workers and Dependents
Maine	261	11,486	11,747
Maryland	3,224	6,273	9,497
Massachusetts	2,321	20,123	22,444
Michigan	23,635	27,487	51,122
Minnesota	17,375	9,811	27,186
Mississippi	11,227	62,883	74,110
Missouri	663	5,493	6,156
Montana	16,855	19,710	36,565
Nebraska	2,506	7,434	9,940
Nevada	1,043	5,083	6,126
New Hampshire	126	6,338	6,464
New Jersey	10,952	33,317	44,269
New Mexico	6,709	13,336	20,045
New York	14,451	27,247	41,698
North Carolina	44,145	600,538	644,683
North Dakota	14,994	12,003	26,997

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(more)

Table 0

STATE TOTALS OF MIGRANT AND SEASONAL FARMWORKERS AND DEPENDENTS
1976

State	Total Migrant Workers and Dependents	Total Seasonal Workers and Dependents	Total Migrant and Seasonal Workers and Dependents
Ohio	33,655	38,154	71,809
Oklahoma	3,830	23,586	27,416
Oregon	10,448	66,935	77,383
Pennsylvania	5,560	30,219	35,779
Rhode Island	-0-	1,781	1,781
South Carolina	13,865	31,164	45,029
South Dakota	1,269	-0-	1,269
Tennessee	1,248	85,580	86,828
Texas	26,887	500,514	527,401
Utah	4,517	5,716	10,233
Vermont	145	2,994	3,139
Virginia	7,754	20,791	28,545
Washington	37,085	134,401	171,486
West Virginia	1,302	4,059	5,361
Wisconsin	10,327	17,428	27,755
Wyoming	5,755	2,347	8,102

TABLE P

1976 SEASONAL FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED SEASONAL WORKER POPULATION (Col. 2)	# SEASONAL WORKER HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
ALABAMA	(Jun) 4798	6237	4798	878	3920	15,574
ARIZONA	(Jun) 13,805	17,946	13,805	2098	11,707	48,541
ARKANSAS	(July) 2131	2770	2131	349	1782	4547
CALIFORNIA	(Sept) 136,100	176,930	136,100	27,356	108,744	353,571
COLORADO	(Aug) 3361	4369	3361	423	2938	7512
CONNECTICUT	(Aug) 7670	9971	7670	1280	6390	15,016
DELAWARE	(Sept) 2313	3007	2313	465	1848	4868
FLORIDA	(Feb) 50,720	65,936	50,720	9840	40,880	147,895
GEORGIA	(Jun) 30,433	39,563	30,433	5478	24,955	97,428
IDAHO	(Oct) 8570	10,713	8570	1440	7130	30,441

TABLE P

1976 SEASONAL FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED SEASONAL WORKER POPULATION (Col. 2)	# SEASONAL WORKER HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
ILLINOIS	(Aug) 1135	1476	1135	193	942	2005
INDIANA	(July) 11,217	14,582	11,217	1761	9456	20,937
IOWA	(July) 22,823	29,670	22,825	4085	18,738	44,308
KANSAS*	14,850	19,305	14,850	2911	11,939	25,631
KENTUCKY	(Sept) 23,400	30,420	23,400	3604	19,796	49,795
LOUISIANA	(Oct) 3900	5070	3900	601	3299	10,179
MAINE	(Aug) 3270	4251	3270	585	2685	7235
MARYLAND	(Aug) 1835	2386	1835	310	1525	3887
MASSACHUSETTS	(July) 6020	7826	6020	1054	4966	12,297
MICHIGAN	(July) 8602	11,183	8602	1394	7208	16,304

TABLE P

1976 SEASONAL FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED SEASONAL WORKER POPULATION (Col. 2)	# SEASONAL WORKER HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
MINNESOTA	(Sept) 2870	3731	2870	517	2353	6080
MISSISSIPPI*	14,000	18,200	14,000	2814	11,186	44,683
MISSOURI	(July) 1815	2360	1815	332	1483	3133
MONTANA	(Aug) 5712	7426	5712	1211	4501	12,284
NEBRASKA	(Jun) 2483	3228	2483	656	1827	4206
NEVADA*	1675	2177	1675	422	1253	2906
NEW HAMPSHIRE	(Sept) 2047	2661	2047	440	1607	3677
NEW JERSEY	(July) 9870	12,831	9870	1757	8113	20,486
NEW MEXICO	(Nov) 3185	4141	3185	404	2781	9195
NEW YORK	(Sept) 8002	10,403	8002	1544	6458	16,844

1976 SEASONAL FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED SEASONAL WORKER POPULATION (Col. 2)	# SEASONAL WORKER HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
NORTH CAROLINA	(July) 134,494	174,842	134,494	21,923	112,571	425,696
NORTH DAKOTA	(July) 3330	4329	3330	653	2677	7674
OHIO	(Aug) 11,512	14,966	11,512	1681	9831	23,188
OKLAHOMA	(May) 7690	9997	7690	1407	6283	13,589
OREGON	(Jun) 21,555	28,021	21,555	3901	17,654	38,914
PENNSYLVANIA	(Sept) 8918	11,593	8918	1623	7295	18,626
RHODE ISLAND*	575	748	575	111	464	1033
SOUTH CAROLINA	(Jun) 6550	8515	6550	1068	5482	22,649
SOUTH DAKOTA	ALL MIGRANT					
TENNESSEE	(Sept) 24,775	32,208	24,775	2502	22,273	53,372

1976 SEASONAL FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED SEASONAL WORKER POPULATION (Col. 2)	# SEASONAL WORKER HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
TEXAS	(Jun) 99,115	128,850	99,115	10,506	88,609	371,664
UTAH	(July) 1470	1911	1470	232	1238	3805
VERMONT	(Aug) 880	1144	880	196	684	1850
VIRGINIA	(July) 4877	6340	4877	1005	3872	14,451
WASHINGTON	(July) 41,118	53,453	41,118	7442	33,676	80,948
WEST VIRGINIA	(Oct) 1225	1593	1225	202	1023	2466
WISCONSIN	(Oct) 5171	6722	5171	915	4256	10,706
WYOMING	(Jun) 700	910	700	132	568	1437

109 1/*ETA omitted the seasonal farmworker population in Kansas, Mississippi, Rhode Island and Nevada. Seasonal estimates for these states are based on data obtained from the Statistical Reporting Service, U.S.D.A.

TABLE 2

1976 MIGRANT FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED MIGRANT POPULATION (Col. 2)	# MIGRANT HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
ALABAMA	(June) 1032	* 1290	921	169	752	2895
ARIZONA	(Dec) 3520	3300	2357	358	1999	8053
ARKANSAS	(May) 100	* 125	89	15	74	179
CALIFORNIA	(Sept) 54,350	50,954	36,396	7316	29,080	105,542
COLORADO	(June) 4940	4631	3308	417	2891	7061
CONNECTICUT	(Aug) 1490	* 1863	1331	222	1109	2473
DELAWARE	(Aug) 1444	1354	967	194	773	1940
FLORIDA	(Jan) 16,046	15,044	10,745	2085	8660	30,254
GEORGIA	(May) 6828	* 8535	6096	1097	4999	18,901
IDAHO	(July) 3675	3446	2461	413	2048	8374

TABLE Q

1976 MIGRANT FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED MIGRANT POPULATION (Col. 2)	# MIGRANT HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
ILLINOIS	(Aug) 2263	2122	1516	258	1258	2526
INDIANA	(Sept) 9806	9194	6567	1031	5536	11,601
IOWA	(Sept) 512	480	343	61	282	633
KANSAS	5792	5430	3879	760	3119	6309
KENTUCKY	200	* 250	179	26	153	368
LOUISIANA	(Apr) 50	* 63	45	7	38	113
MAINE	83	* 104	74	13	61	157
MARYLAND	(July) 1408	1320	943	159	784	1904
MASSACHUSETTS	(July) 774	* 971	694	121	573	1350
MICHIGAN	(June) 11,045	10,355	7396	1198	6198	13,280 ¹

TABLE Q

1976 MIGRANT FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED MIGRANT POPULATION (Col. 2)	# MIGRANT HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
MINNESOTA	(July) 7589	7115	5082	915	4167	10,260
MISSISSIPPI	2800	* 3500	2500	503	1997	7727
MISSOURI	(Sept) 326	306	219	40	179	357
MONTANA	(Aug) 7295	6839	4885	1036	3849	10,016
NEBRASKA	(May) 1250	1172	837	221	616	1334
NEVADA	385	* 481	344	87	257	562
NEW HAMPSHIRE	(Oct) 46	* 58	41	9	32	68
NEW JERSEY	(Aug) 4845	4542	3244	577	2667	6410
NEW MEXICO	(May) 1795	* 2244	1603	204	1399	4465
NEW YORK	(Sept) 6338	5942	4244	819	3425	8502

1976 MIGRANT FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED MIGRANT POPULATION (Col. 2)	# MIGRANT HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
NORTH CAROLINA	(Aug) 14,763	13,841	9886	1611	8275	30,304
NORTH DAKOTA	(July) 6210	5822	4159	815	3344	9172
OHIO	(Sept) 11,372	* 14,215	10,154	1482	8672	19,440
OKLAHOMA	(June) 1865	1748	1249	229	1020	2082
OREGON	(July) 5025	4711	3365	609	2756	5737
PENNSYLVANIA	(Oct) 2451	2298	1641	299	1342	3262
RHODE ISLAND	NO MIGRANTS					
SOUTH CAROLINA	(June) 4350	4079	2914	475	2439	9786
SOUTH DAKOTA	400	* 500	357	71	286	764
TENNESSEE	(July) 405	* 506	361	36	325	742

TABLE Q

1976 MIGRANT FARMWORKER POPULATION TOTALS BY STATE

STATE	PEAK EMPLOY- MENT LEVEL & MONTH (Col. 1)	ADJUSTED MIGRANT POPULATION (Col. 2)	# MIGRANT HOUSEHOLDS (Col. 3)	# HOUSEHOLDS UNRELATED INDIVIDUALS (Col. 4)	# HOUSEHOLDS OF FAMILIES (Col. 5)	TOTAL # DEPENDENTS (Col. 6)
TEXAS	(July) 7950	7454	5324	564	4760	19,433
UTAH	(July) 1735	1627	1162	184	978	2890
VERMONT	(Sept) 48	60	43	10	33	85
VIRGINIA	(July) 2716	2546	1819	375	1444	5208
WASHINGTON	(Oct) 16,943	15,884	11,346	2054	9292	21,201
WEST VIRGINIA	(Sept) 440	* 550	393	65	328	752
WISCONSIN	(Sept) 4576	4290	3064	542	2522	6037
WYOMING	(June) 2562	2402	1715	322	1393	3353

1/*No Adjustment for Duplicate Count

2/ETA omitted migrant population totals in Kansas, Mississippi, Nevada and South Dakota.
 Migrant estimates for these states are obtained by taking 23% of the seasonal farmworker totals for 1976.

TABLE R

1975 STATE RANKINGS BY POPULATION OF
MIGRANT & SEASONAL FARMWORKERS AND DEPENDENTS

MIGRANT	SEASONAL	COMBINED MIGRANT & SEASONAL
1 - California	1 - North Carolina	1 - California
2 - Florida	2 - California	2 - North Carolina
3 - North Carolina	3 - Texas	3 - Texas
4 - Washington	4 - Florida	4 - Florida
5 - Texas	5 - Georgia	5 - Washington
6 - Ohio	6 - Washington	6 - Georgia
7 - Georgia	7 - Tennessee	7 - Tennessee
8 - Michigan	8 - Kentucky	8 - Kentucky
9 - Indiana	9 - Iowa	9 - Arizona
10 - Minnesota	10 - Oregon	10 - Oregon
11 - Montana	11 - Arizona	11 - Iowa
12 - North Dakota	12 - Mississippi	12 - Mississippi
13 - New York	13 - Kansas	13 - Ohio
14 - South Carolina	14 - Idaho	14 - Kansas
15 - Idaho	15 - Ohio	15 - Indiana
16 - Kansas	16 - Indiana	16 - Idaho
17 - Colorado	17 - New Jersey	17 - Michigan
18 - Arizona	18 - South Carolina	18 - South Carolina
19 - Mississippi	19 - Pennsylvania	19 - New Jersey
20 - New Jersey	20 - Michigan	20 - New York
21 - Oregon	21 - New York	21 - Montana
22 - Wisconsin	22 - Connecticut	22 - Pennsylvania
23 - Virginia	23 - Oklahoma	23 - Connecticut
24 - New Mexico	24 - Alabama	24 - Virginia

TABLE R
1976 STATE RANKINGS BY POPULATION OF
MIGRANT & SEASONAL FARMWORKERS AND DEPENDENTS

MIGRANT	SEASONAL	COMBINED MIGRANT & SEASONAL
25 - Wyoming	25 - Virginia	25 - Wisconsin
26 - Pennsylvania	26 - Massachusetts	26 - Oklahoma
27 - Illinois	27 - Montana	27 - Minnesota
28 - Utah	28 - New Mexico	28 - North Dakota
29 - Connecticut	29 - Wisconsin	29 - Alabama
30 - Alabama	30 - Louisiana	30 - Colorado
31 - Oklahoma	31 - Colorado	31 - Massachusetts
32 - Delaware	32 - North Dakota	32 - New Mexico
33 - Maryland	33 - Maine	33 - Louisiana
34 - Nebraska	34 - Minnesota	34 - Maine
35 - Massachusetts	35 - Delaware	35 - Delaware
36 - West Virginia	36 - Nebraska	36 - Utah
37 - South Dakota	37 - Arkansas	37 - Nebraska
38 - Tennessee	38 - New Hampshire	38 - Maryland
39 - Iowa	39 - Maryland	39 - Illinois
40 - Nevada	40 - Utah	40 - Wyoming
41 - Missouri	41 - Missouri	41 - Arkansas
42 - Kentucky	42 - Nevada	42 - New Hampshire
43 - Arkansas	43 - Virginia	43 - Missouri
44 - Maine	44 - Illinois	44 - Nevada
45 - Louisiana	45 - Wyoming	45 - West Virginia
46 - Vermont	46 - Vermont	46 - Vermont
47 - New Hampshire	47 - Rhode Island	47 - Rhode Island
		48 - South Dakota